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ABSTRACT

The annual report documents Wisconsin's vocational programs for the 1969-70 school year and serves as the initial study of the State advisory council. Objectives were to provide a broad assessment of the vocational and technical education program in Wisconsin, to identify program processes and outputs, to determine the degree to which the program is serving the populaiton, and to see how it reflects the labor force requirements. Contents are arranged in chapters on study background, goals, delivery system, people and programs, labor market data and manpower needs, financial programs, State and local personnel, professional growth and development, ancillary services, analysis of projects, and recommendations. Statistical data are displayed in tables and graphs, with State outline maps showing geographical locations of programs and funding. (MF)

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an assessment of wisconsin's vocational and technical education program

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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DR. BERNARD WEISS Milwaukee, Wisconsin	Representing school systems with large concentration of academically, socially, economically, and culturally disadvantaged students.

PREFACE

The Wisconsin State Advisory Council for Vocational and Technical Education was created as a result of a mandate contained in the 1968 amendments to the Federal Vocational Education Act. Among the responsibilities of the Council was an annual study and evaluation of vocational programs in Wisconsin. The report attached hereto is a result of the studies and evaluations of the Council for the 1969-70 school year.

The Council has the further responsibility of publishing and distributing the results of their studies and evaluations. The printing of this report is in compliance with this requirement. It was the conclusion of the Council that this report constituted a valuable basic information document of present Wisconsin Vocational Education and that as such it merited rather broad distribution. Consequently, the Council arranged for the printing of sufficient copies to adequately accommodate the groups the Council concluded could usefully use and benefit from this document. We hope this document serves these purposes as well as the fulfilling of our obligations under the federal act.

We are attempting to distribute at this time to those groups we feel should have copies. Anyone not supplied under the initial distribution may obtain a copy by writing to the Wisconsin Advisory Council on Vocational Education, c/o University of Wisconsin, Department of Educational Administration, 610 Walnut Street, Madison, Wisconsin 53706, Attention: Administrative Assistant.

JOHN N. KRAMER, *Chairman*
Wisconsin Advisory Council
for Vocational Education

FOREWORD

The need for vocational and technical education has been highlighted in this decade. With increasing technology, the skills and technical requirements for workers have continued to rise. At the same time, unskilled jobs in proportion to those requiring formal education and training are diminishing. The rate of unemployment among youth who lack specific preparation for the work force and also among adults with limited skills and low levels of education is intolerable. In spite of the fact that our nation is relatively a land of abundance, many of our citizens have not been able to participate fully and take advantage of the opportunities available.

Our nation requires more highly trained workers than in the past, which requires a higher level of preparation for those entering the work force as well as for those who need to upgrade their skills and other competencies in order to keep abreast of change. There is a need to raise the general educational level of all our citizenry; for an increasing number of workers identifiable occupational competencies will be necessary if they are to successfully compete in the work force.

These and other concerns gave rise to the naming of a national advisory committee by President John F. Kennedy which made recommendations leading to the passage of the Vocational Education Act of 1963. The Act provided substantial increases in resources from the national level as well as broadening the mission of vocational and technical education. The passage of the Vocational Education Amendments of 1968 is indicative of a continued national concern for making vocational and technical education available to more youth and adults across the nation. The drafting of this legislation followed a second national program evaluation of vocational and technical education. The Vocational Education Amendments of 1968 not only serve as a challenge to all states but highlight the national policy relating to vocational and technical education. It is as follows:

> SEC. 161. *It is the purpose of this title to authorize Federal grants to States to assist them to maintain, extend and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State—those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools—will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.*[1]

Wisconsin has been and continues to be a leader in the nation in the delivery of vocational and educational opportunities and serv-

[1]Public Law 90-576, 90th Congress, Oct. 16, 1968.

ices, particularly at the post high school and adult level. Leaders recognize, however, that opportunities must be made more readily accessible to greater numbers of individuals and in a wider range of occupations. Relatively little emphasis was placed on vocational education at the high school level prior to the Vocational Education Act of 1963. The program at the high school level continues to grow very rapidly; however, great challenges remain if the purposes as set forth in the Vocational Education Amendment of 1968 are to be met.

Early in 1970 the chairman of the Wisconsin Advisory Council on Vocational and Technical Education approached a representative of the Department of Educational Administration at The University of Wisconsin to explore the interest and willingness to make an assessment of Wisconsin's Vocational and Technical Education Program, as required by the Vocational Education Amendment of 1968. After a number of discussions, a proposal was submitted to the State Advisory Council and work was begun. From the beginning it was realized that it would be very difficult to measure changes occurring, specifically because of certain provisions in the 1968 Amendments, because funding did not take place until the spring of 1970. Also, since the federal funds involved are but a small part of the total expenditures in the state, it appeared more profitable to make a total assessment of the state's program. This approach was agreed upon.

The limitations of the study are recognized by those involved. First, it must be recognized that most of the information had to be acquired from secondary sources because of the limitation in time and funds. Secondly, while the study makes no claim to cover the entire spectrum of the Vocational and Technical Program, it is of such breadth that the depth in any particular dimension is limited. It is its purpose, however, to serve as the initial and basic study of the State Advisory Council, serving the purpose of better appraising them of the total program of vocational and technical education in Wisconsin and establishing a basis for further assessment of specific program areas in the future.

It seems appropriate to suggest a few words of caution in the use of the study. First, it should be made clear that the study director is an enthusiastic supporter of Wisconsin's program and would commend highly the State Board of Vocational, Technical and Adult Education and the professional staff and the staff of the Department of Public Instruction in their work in administering the program. With this an accepted fact, there has been little hesitation to point out, hopefully in a constructive manner, areas of concern or shortcoming.

The study contains information in some detail on administration of the program which should be of help to the State Advisory Council in better understanding the program in order that they can deal with the "big issues" in their advisory capacity. It is not suggested that the State Advisory Council become involved in administrative detail. Hopefully, the administrative staff may find implications helpful in administering the program.

MERLE E. STRONG

ACKNOWLEDGEMENTS

This report has been made possible through the cooperation of many individuals and agencies. The study director is particularly appreciative of the support and assistance of Mr. Clarence L. Greiber, state director and executive officer of the Wisconsin Board of Vocational, Technical and Adult Education. Mr. Greiber was helpful not only personally, but equally important made his staff readily accessible to those involved in the study. The staff, of whom a majority were contacted one or more times during the study, were always willing to share information or give other assistance.

Similar cooperation was experienced through Dr. William C. Kahl, State Department of Public Instruction; Dr. Robert A. Ristau, and the vocational education staff.

Among other agencies that were most cooperative were the Coordinating Council for Higher Education, the Higher Education Aids Board and the Wisconsin State Employment Service. The District Directors of Vocational, Technical and Adult Education and the Local Vocational Education Coordinators are acknowledged for their cooperation in completing questionnaires.

The study director is also indebted to one of his graduate classes, Educational Administration 850, which as a class devoted considerable effort toward the study as a practical experience during the second semester of 1969-70. Names of class members are as follows:

Carlos R. Brice
Fonda L. Chaffee
James Edwin Clark
Harry Nielo Drier, Jr.
Mitzi M. Duxbury
William Horvath
Richard H. Johnston
Calvin Martin McIntyre
Gary Ewan Miller
Felix Joseph Mongue
John H. Richert
John D. Schneider
Joseph H. Seiverd
Harsharan Amrik Singh
Leonard Frank Sterry
Maurice Emmett Sullivan
James Wilbur Vickery
Walter E. Wheeler
David Alan Young
Mohammad Zahabioun

Professor Lloyd E. Frohreich of the Department of Educational Administration took major responsibility for the Finance chapter. Professor John Maas, formerly of the Department, made a major contribution to the Professional Growth and Development chapter.

Several graduate assistants, namely Kenneth Johnston, Gordon Wendtland and Eddie Walker, made contributions. For assistance in the final drafting of the report, the study director is indebted to Dr. John H. Richert, a recent graduate of the Department of Educational Administration, and Mr. Earl M. Bowler, a retired educational specialist in vocational and technical education from the United States Office of Education.

Lastly, it seems particularly appropriate to acknowledge the cooperation of the State Advisory Council for their participation in drafting the final recommendations.

MERLE E. STRONG

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Chapter I

BACKGROUND OF THE STUDY

The Vocational Education Amendments of 1968, PL 90-576, provided, as a condition of receiving federal funds under the Act, that a statewide Advisory Council on Vocational Education be established. Such a council was to be appointed by the Governor, except in states in which there was an elected State Board of Vocational and Technical Education. The Wisconsin State Advisory Council, in compliance with the Act, was appointed by Governor Warren P. Knowles.

The Council's membership, in keeping with the federal legislation and with the purposes of the Council, is broad in its representations of the various educational, manpower and other governmental agencies. It also includes members representative of local communities and agencies. A complete list of the membership and representation are found in the front of the report.

Among the functions of the State Advisory Council, as stated in Section 104 (5) (D) are the following:

> *prepare and submit through the State board to the commissioner and to the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan provided for in paragraphs (4) and (5) of section 123 (a), and (ii) recommends such changes in such program services, and activities as may be warranted by the evaluations.*[1]

Scope of the Study

The purposes of this study were threefold, namely: (1) to provide information on Wisconsin's Vocational and Technical Education Program, including its strengths and possible weaknesses from which the State Advisory Council can draw conclusions and make recommendations; (2) to serve as a basis for reporting to the citizens of Wisconsin by the State Advisory Council, and; (3) to fulfill the requirements of the State Advisory Council on Vocational Education as set forth in Section 104 of the "Vocational Education Amendments of 1968".

More specifically, the objectives of this study were: (1) to provide a broad assessment of the vocational and technical education program in Wisconsin as administered by the State Board of Vocational, Technical and Adult Education under the State Plan; (2) to determine the degree to which the vocational program is serving the categories of people set forth in the "Declaration of Purpose" of the Act; (3) to identify the process or system through which they are served; (4) to identify the program output and; (5) to determine the degree to which the program reflects the labor force

[1]Public Law 90-576, 90th Congress, Oct. 16, 1968.

requirements. This assessment is more concerned with the availability of services to people and the appropriateness of such services than the evaluation of individual programs in a school or district, since the investigation has focused on the resources and administrative process through which the State staff exercises leadership and its evaluative role.

While the prime motivation for this study by the Advisory Council was to meet the requirements of the Vocational Education Amendments of 1968, other studies or activities make this study quite timely. Vocational and technical education cannot be viewed by the Advisory Council in isolation from the state's total program of education nor can the Vocational Amendments of 1968 be viewed in complete isolation from other federal legislation or proposed legislation. Therefore, the writers have chosen to include a brief review of two reports, one, a report of the Governor's Commission on Education in Wisconsin, and two, a position paper on the Comprehensive Manpower Development legislation. The implications for Wisconsin's vocational, technical, and adult education system are very great.

The Governor's Commission on Education

The Governor's Commission on Education, commonly referred to as the "Kellett Task Force," was created on January 23, 1969 through Executive Order of the Governor of Wisconsin which stated that:

> *I propose to create a Special Committee on Education to study in depth the State's financial and administrative relationships with education at all levels, including the mutual needs of the State and non-public schools. The Committee will undertake a comprehensive evaluation of Wisconsin educational systems and recommend appropriate actions to insure that the tremendous investment of tax dollars produces the maximum educational result.*[2]

Thus the Governor's Commission on Education was called into existence and William R. Kellett, a retired Neenah-Menasha industrialist, was appointed chairman.

A principle established by the Commission which has real implications for vocational education was:

> *An educational system should be responsive to the educational needs of all persons, accessible to all persons, rewarding in education results and efficient in its operation.*[3]

The Commission identified nine areas of concern to be studied. These areas were: institutional administration; private education; organization and structure; management practices; financing policies; special education; education and training for employment; management sciences and teaching technology, and communication.

The Commission prepared and distributed a "Preliminary Report" in March, 1970. The report contained several major legislative recommended changes. Those recommended changes that

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[2] *Preliminary Report* of the Governor's Commission on Education.
[3] *Ibid*, p. 5.

would have a considerable effect on the Vocational, Technical and Adult Educational Program are as follows:

1. Create a single citizen board (State Education Board) with sufficient authority and responsibility to develop statewide policy; and to coordinate all elements of Wisconsin's educational system.
2. Create a Board of Regents of Wisconsin Technical Colleges which would have the responsibility for the administration of state-financed, two-year technical colleges emphasizing education for employment opportunities.
3. Create a "universal school" and a Board of Regents responsible for developing and utilizing rapidly expanding communications media to provide statewide non-campus education for youth and adults.
4. Provide economies through Wisconsin on a regional basis by arranging for needed educational services, the sharing of resources and coordinating services of public and private elementary and secondary schools, colleges and universities in a given area through not more than ten citizen Regional Boards.
5. Provide for local property tax relief in the amount of $32 million by financing the system of Wisconsin Technical Colleges from revenues generated by income, sales, and excise tax.
6. To overhaul the teacher education program to include the requirement of a teaching internship of one full semester for education candidates.
7. To strengthen the counseling and guidance system, more specifically in counseling for technical educational opportunities.[4]

Federal Manpower Legislation

One of the greatest concerns of the decade has been the unemployment problem and the fact that a segment of our population lacks the skills and other preparation required to secure and hold jobs in an increasingly technological society. The Federal government has responded with a series of legislation and new proposals directed primarily at those who are unemployed. These programs have had some success in placing the unemployed in jobs; however, evidence would show that they have not had a significant effect in reducing the overall unemployment. The conclusion that can be drawn is that the nation will not solve the problem until the same efforts are extended to prevention as are given to remediation. In other words, the flow of the unqualified seeking employment must be diminished.

There can be little question that the unemployment problem will continue to be addressed by federal legislation. The question that should be asked is what should be the nature of the legislation and how shall funds and programs be administered? Presently there

[4]Summary of Recommendations of the Governor's Commission on Education.

are a series of bills proposed in the Congress. In order to highlight the issues the following is quoted from a position paper of the National Advisory Council on Vocational Education.[5]

In the opinion of the Council, the proposals are deficient in two respects:

1. The proposals require a plan to deal with the pool but not with the flow.
2. The proposals exclude educators from planning. By doing so they will tend to create a separate training system for disadvantaged youth which will be a disaster both educationally and financially.

The following recommendations were proposed:

1. *That the local communities be required and enabled to plan both to reduce the flow of untrained youth and to reduce the pool of unemployed.*
2. *That the local plan employ, to the maximum, existing mainstream institutions and programs.*
3. *That the local authority which prepares the plan and administers federal support for the plan include not only the mayor, but also superintendent of schools and the heads of the appropriate post-secondary career development institutions.*
4. *That the local body which prepares the plans should include both professional and non-professional representatives of the local community.*
5. *That the federal funds which are subject to the plan include not only manpower training funds, but also vocational education and related training funds earmarked for the disadvantaged.*
6. *That education be given an equal voice with labor at state and federal levels in supervising the information and administration of the plan.*

A second significant statement was developed by the State Directors of Vocational Education in their meeting in June which is quoted in total:

POLICY STATEMENT REGARDING MANPOWER LEGISLATION

1. *In order to prevent fragmentation, any comprehensive manpower legislation must include definitive provisions for national, state and local planning and coordination.*
2. *Any comprehensive manpower plan (local, state and national) must include the vocational education resources of this nation. Advisory, planning, evaluating and coordinating bodies must include representatives of vocational education.*
3. *Vocational education must be given the initial responsibility for the development and delivery of the educational component of manpower programs. The law must establish a presumption that vocational education shall deliver the educational component of a manpower program unless proven otherwise. The law must expressly define the educational*

[5]Position Paper on *Comprehensive Manpower Development Legislation*, National Advisory Council, February, 1970.

component of a manpower program to include basic education, communication skills, computation skills, high school equivalency, pre-vocational orientation, institutional training, cooperative occupational training, upgrading of employed workers, retraining and work study such as the N. Y. C.

4. *There should be a clear delineation of responsibilities of the Department of Labor and the Department of Health, Education, and Welfare, with HEW assuming lead responsibility for the educational component of the manpower program as defined above.*

SUMMARY COMMENTS

The above discussions are for the purpose of highlighting considerations for the Advisory Council. The decisions made by the State of Wisconsin related to the Commission recommendations could well be the most important to education in Wisconsin during this century. Sound judgments need to be made based on the expected outcomes in terms of services to people of the State. They must not be based on tradition or selfish institutional considerations; however, at the same time, care should be taken that the effectiveness of present institutions are not destroyed without a degree of assurance that a new system will be superior.

Likewise, federal manpower legislation is of critical importance since it very well could establish an administrative structure not in keeping with the best interests of meeting the total vocational training needs of the youth and adults in Wisconsin. In fact, there is a concern among some national leaders that given the present direction of federal manpower legislation that the nation may be moving toward a dual sytsem as found in many foreign countries where education is a responsibility of the Ministry of Education and training a function of a Ministry of Labor with similar dichotomies at lower levels of the governmental structure.

Chapter II

GOALS OF VOCATIONAL EDUCATION IN WISCONSIN

Vocational education has a long history in the State of Wisconsin, predating, at the federal level, the landmark Smith-Hughes Act of 1917.[1] The concept that education should equip the citizen to perform in the vocational sphere in optimum fashion is, therefore, a well established principle upon which current and future vocational educational undertakings in the state may derive meaning and substance.

The Wisconsin Board of Vocational, Technical, and Adult Education accepts the mandate of the people as expressed through legislation and is implementing it by developing and maintaining quality post-secondary vocational, technical and adult educational services.

> VOCATIONAL EDUCATION is that education which is designed to prepare individuals for initial entrance into, and advancement within, occupations or groups of related occupations requiring a high proportion of manipulative skills.
>
> TECHNICAL EDUCATION is a phase or level of vocational education, properly supported by general education courses, for occupations in which success is dependent largely upon technical information and understanding of the laws and principles of mathematics, science, and technology relevant to modern design, production, distribution, and service.
>
> ADULT EDUCATION refers to part-time education designed for adults. It may be either general, vocational or technical.[2]

Quality programs are developed through various functions of research, planning, curriculum coordination, instructional supervision, teacher recruitment and training, library services, equipment and facilities, and evaluation. Advisory committees are used extensively to assist in performing these functions.

The system will continue to recognize and study issues and new directions for vocational, technical and adult education. It will continue to identify and study new concepts, innovations and developments and the effects of social change on future demands and solutions to problems. The system also will continue to forecast and evaluate probable effects of alternative courses of action and solutions to problems.

Services to individuals are provided through guidance and counseling, extra-curricular activities, health and housing services, financial aids and extended services.

The individual is considered most important. The system must

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[1]For an early history of Wisconsin's involvement in vocational education see Charles McCarthy, *The Wisconsin Idea*, (New York, MacMillan Company, 1912), Chapter 5, especially pp. 141-151. McCarthy was an early state and national leader in the movement to broaden educational offerings. See also C. L. Greiber, "The Wisconsin System: A Structure for Growth," *American Vocational Journal*, XLIII, (September, 1968), p. 15.

[2]1969 Mission Statement of Wisconsin's State Board of Vocational, Technical and Adult Education.

evaluate his abilities, talents and interests and take him where he is, then help him develop his skills, knowledge, attitudes and appreciations to their full potential in order to prepare him for work and to help him improve as a happy, self-sufficient and responsible citizen.

Administrative services are provided through data processing, statistical reporting, budgeting, accounting, auditing, systems analysis, and the like.

The basic philosophy of meeting the needs remains the same, but programs change as the human and economic needs and resources change.

The essential thrust of the vocational education program as reflected in legislature enactment, in the current Mission Statement of the Wisconsin State Board (of Vocational, Technical and Adult Education), in the State Plan, and in administrative directives is to provide quality training for all citizens in those occupational areas in which they can make an effective contribution and from which they may derive material and non-material sustenance. Thus in 1965 the state legislature provided for the establishment of a system of vocational educational districts to encompass the entire state in order that each Wisconsin resident might have ready access to vocational education opportunities.[3] The district system was fully implemented July 1, 1970.

Operationally, the Mission Statement declares that:

> The system is dedicated to meeting the needs of the large proportion of the general public beyond the age of sixteen regardless of color, race, creed, or national origin who can benefit from Vocational, Technical and Adult Education services and, it recognizes the many persons who currently aspire to seek and achieve post-secondary education other than that considered to be part of baccalaureate or higher degree curricula. It is committed to the development and conservation of our human resources for purposes of occupational preparation and upgrading.[4]

In this portion of the Council's report it is intended to show how the Wisconsin State Board of Vocational, Technical and Adult Education has structured and implemented a program in keeping with the spirit and intent of the Vocational Education Amendments of 1968 (P.L. 90-576). The chapter will set forth the administrative objectives for 1971, 1973, and 1980. Additionally, the goals for vocational education are examined in the light of national objectives for vocational education programs. Finally, the administrative structure of the Wisconsin system is sketched to provide a basis

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[3]For a reprint of the legislation see Wisconsin Board of Vocational, Technical and Adult Education, *A Guide to Wisconsin Laws Relating to Vocational, Technical and Adult Education*, (Madison, Wisconsin, 1968) pp. 22-26. Greiber provides, p. 18, a rationale for the 1965 legislation and highlights the goal of maximizing vocational education opportunities in Wisconsin.

[4]Wisconsin Board of Vocational, Technical and Adult Education, *Mission Statement*, (Madison, Wis., Nov., 1969), p. 3. That post-secondary training of a non-traditional variety is an important need in Wisconsin is indicated by J. Kenneth Little's "The Occupations of Non-College Youth," *American Educational Research Journal*, IV:2, (March, 1967), pp. 147-153.

for understanding and interpreting material in the balance of the report of the Council.

Objectives of Vocational Education

The objectives and outcomes specified in the Wisconsin State Plan similarly reflect the concern with meeting the vocational needs of the state's citizenry:

> Provision is made for training at the secondary and post-secondary levels, for training of both youth and adults, for equipping the handicapped and disadvantaged to assume an active role in the world of work and for the development of special programs—research activities, exemplary undertakings, residential schools, consumer and homemaking education, cooperative training projects, and work-study arrangements — aimed at increasing the effectiveness and availability of vocational education while assisting all persons desiring to do so to benefit, both as citizens and as producer-consumers, from the opportunities and challenges available to them.[5]

More specifically, the administrative objectives for Vocational Education for 1971, 1973, and 1980, as reflected in the Mission Statement are:

Administrative Objectives: 1971

1. To complete district reorganization.
2. To bring district level staffs up to operating strength, compatible with financial capabilities and needs.
3. To initiate development of a comprehensive plan for statewide staff in-service and pre-service education and training.
4. To implement the first phase of an automated student and staff accounting system.
5. To initiate micro-form information systems in the instructional and curriculum areas on the state level and in all districts. This will include improved systems for information classification, storage, retrieval and dissemination.
6. To implement the first phase of a comprehensive management information system by coordinating provision of computer accessibility for each district as part of the management information system.
7. To progress toward a labor market data base compatible with formats and types of information provided by various sources for long-range planning and evaluation of operational effectiveness.
8. To develop comprehensive statewide student follow-up procedures.
9. To establish mechanisms for continuous research and planning in all districts.
10. To examine and improve district procedures for continuing self-evaluation procedures, internal control and administrative procedures.
11. To develop standardized tuition and ensure effective open door admission policies.
12. To develop a system for identifying, quantifying and analyzing the needs of all population groups in all districts.
13. To examine and improve district procedures for community responsiveness,outreach and extended services.
14. To conduct a pilot study of the four-quarter system with a view toward all-year utilization of facilities.

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[5]Wisconsin Board of Vocational, Technical and Adult Education, *A Long Range Program Plan—State Plan: Section Two*, (Madison, Wisconsin, July, 1969), Section 2.500.

15. To review methodology and verify long-range staffing needs and develop plans for providing staff necessary.
16. To develop a system to project long-range facility needs and develop plans for providing necessary staff.
17. To develop a system to project long-range facility needs and develop plans for providing necessary facilities.
18. To develop priority criteria for construction and remodeling of facilities.
19. To complete construction of additional or new facilities in two districts depending upon available federal funds for construction.
20. To initiate a state-aided student work-study program.
21. To analyze and revise work study programs as necessary.
22. To analyze the need for on-campus residence facilities.
23. To develop operational student cost indices to assist in program planning and development.
24. To develop a system to project long-range fiscal needs and resources and implement plans for necessary funding.
25. To revise aid policies where necessary.
26. To investigate the need for staff exchange programs.

ADMINISTRATIVE OBJECTIVES: 1973

1. To complete development and accreditation of 18 area vocational, technical and adult education districts in accordance with "Guidelines for Vocational-Technical Programs" including criteria for "Comprehensive Districts" and/or accrediting agencies approved by the State Board.
2. To initiate a pilot computer accessibility project for student occupational information services and curriculum inventories.
3. To use new decision-making tools and techniques and technological improvements in management systems whenever feasible.
4. To increase the percentage of job placement of those available for employment who have completed requirements of full-time vocational and technical education programs. The rate during the late 1960's approximates 90%.
5. To increase the percentage of job placement in the field of preparation of those available for employment who have completed requirements in vocational and technical education programs. The rate during the latter 1960's approximates 70%.
6. To complete construction of additional or new campus facilities in two additional districts depending on availability of federal funds for construction.
7. To increase space utilization factors in all districts.

ADMINISTRATIVE OBJECTIVES: 1980

1. To change the mission as social, economic and legal changes occur.
2. To distribute funds on a basis which will encourage increased enrollments and attendance, and improved programs.
3. To study and incorporate new developments into the remodeling or construction of new or additional facilities in eleven districts on the basis of needs, and availability of federal funds for construction.[6]

At the operational level, guidelines published by the Wisconsin State Board for the conduct of local vocational education programs stress the objective of making educational opportunity available to

[6] *Op. cit.*, Mission Statement for Vocational Education.

all the people of Wisconsin in a form suitable for varying abilities and interests. Vocational education is further seen as basic to the development of a productive work force and as a factor contributing to the national security.[7] The principle that vocational education is a matter of reciprocal interest to both the individual and society is, thus, fundamental to the Wisconsin philosophy.

Goals of Vocational Education

The goals of the Wisconsin vocational education program are consistent with and reinforce the national objectives for vocational education by (1) contributing to the development of a sound economy through the provision for a skilled and educated work force; (2) enhancing the dignity and worth of the individual by equipping him to productively participate to the fullest possible extent in the social, economic, and political life of the country; and (3) by playing a role in the maintenance of the national security.[8]

Venn has suggested that "the primary function of work in our economy today is to secure, not the production of goods, but their distribution."[9] Productive enterprise in much of the western world has reached the point at which subsistence for all at a level much above the margin is possible. While the millenium most assuredly is not upon us, scarcity is no longer the most pressing consideration in American economic life—a fact, as Galbraith has pointed out, of profound significance.[10]

In this frame of reference, the social and economic roles of vocational education assume a new and expanded character. To the extent that the acquisition of salable skills enables those now at or beyond the economic fringe to secure a more equitable portion of available goods and services, the contribution which training for a vocation can make to social welfare and, perhaps, to domestic harmony looms large. From an economic point of view, higher levels of occupational competence could, other things being equal, lead to

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[7]Wisconsin Board of Vocational, Technical and Adult Education, *Guidelines for Vocational-Technical Programs*, (Revised June, 1967; Approved November 14, 1967, pp. 1 and 2.

[8]Emphasis on goals has varied with time. It should be noted. J. Chester Swanson provides a concise history of federal vocational education legislation up through approximately 1961 in his *Development of Federal Legislation for Vocational Education*, (American Technical Society, 1951 and 1962). The Department of Health, Education, and Welfare, Office of Education publication, *Education for a Changing World of Work: Report of the Panel of Consultants of Vocational Education*, (Washington, D.C., U. S. Government Printing Office, 1963) Chapter 2 provides a useful summary through the Manpower Development and Training Act and the Area Redevelopment Act, NSSC — 1963, Vocational Education. See also Grant Venn, *Man, Education and Work: Post-Secondary Vocational and Technical Education*, Washington, D. C., The American Council on Education, 1964), Chapter 2. DHEW, Office of Education publication, *Vocational Education: The Bridge Between Man and His Work: General Report of the Advisory Council on Vocational Education 1968*, (Washington, D.C., U.S. Government Printing Office, 1968) provides background on the Vocational Education Act of 1963 and on the 1968 amendments thereto.

[9]*Ibid.*, Venn, p. 10.

[10]John Kenneth Galbraith, *The Affluent Society*. (Boston, Houghton-Mifflin Company, 1958), especially Chapter VIII.

higher levels of prosperity. Vocational education is, in these circumstances, confronted with two imperatives: (1) the broadening of the scope of vocational training to include new and emerging areas, some of which may not "fit" previously accepted definitions of vocational. Training of persons to work in recreational and cultural programs in para-professional and other capacities are, perhaps, examples of directions which should be considered. More broadly, training for service, in addition to preparation for production oriented occupations is already an area of growing importance to vocational education. (2) the possibility of meeting the quantitative needs of society seem within grasp and vocational educators, along with the educational community generally, must manifest greater concern for qualitative problems. Modern industrial practices increase man's need to view his experience in a total context. Distinction, at the current level of development, between general and vocational education is, therefore, of decreasing relevance. With its long experience in dealing with concrete wants and needs, vocational education can make an important contribution to efforts to make all forms of education meaningful to those it aspires to serve. All education must contribute to the rational and humane solution of problems of productive abundance.

Administrative Structure

The Wisconsin System of Vocational, Technical and Adult Education is administered as an independent state agency. (Figure 2.1) Policy is established by an eleven-member State Board and carried out by the State Director and Executive Officer through a State Staff and an 18-district statewide organization.

The districts are established as separate municipal entities, with policy established by District Boards appointed in accordance with State Law. District Directors and their staffs administer vocational, technical and adult education within the districts, with schools and centers administered by Coordinators.

The State Director is aided by an Assistant State Director in administering the state system and in directing the State Staff. The organizational pattern is made up of three divisions categorized as follows:

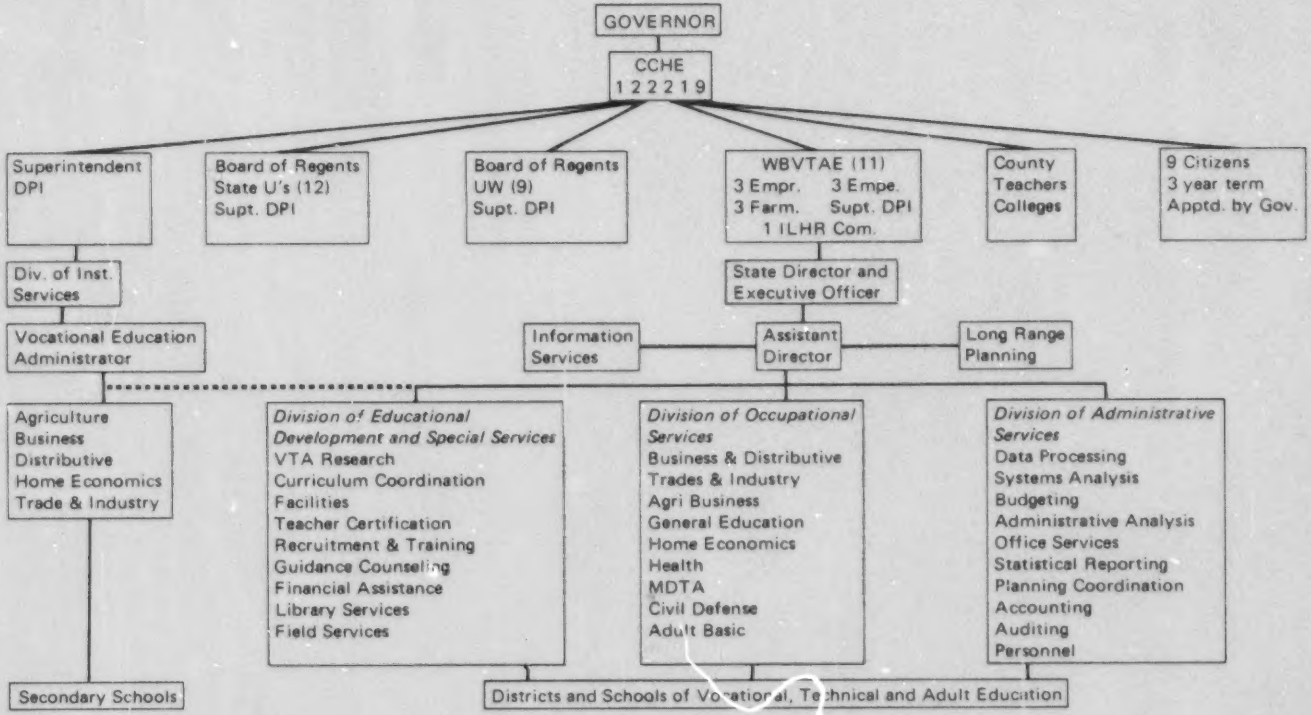
1. The Division of Educational Development and Special Services
2. The Division of Occupational Services
3. The Division of Administrative Services

State Staff members are responsible for supervising functional programs. They also provide advisory, consultative, and liaison services to districts and to other agencies. The State Board allocates funds, designates full-time programs, and distributes aids so as to minimize duplication, fill voids, and make maximum use of resources.

Vocational education for high school age youth is supervised by the Department of Public Instruction through the public school districts. A portion of the Federal funds available under the Voca-

FIGURE 2.1

ORGANIZATION FOR VOCATIONAL, TECHNICAL AND ADULT EDUCATION IN WISCONSIN



tional Education Act is assigned to the Department of Public Instruction. This department assumes complete responsibility for supervision of funds and programs at the secondary level under the provisions of the State Plan for Vocational Education.

Summary

The Wisconsin State Board of Vocational, Technical and Adult Education has accepted the legislative mandate of the people and is implementing programs that reflect quality and meaning to the people and to business and industry throughout Wisconsin. The needs of the individual receive careful attention and programs change as human and economic resources shift.

Twenty-six administrative objectives for 1971 have been identified in the long range program plan of the State Board. The identification of such an extensive list of meaningful items is commendable and the list provides much baseline information for the assessment of accomplishment on the part of the state staff. Of greater than passing interest is the declared objective to implement the first phase of a comprehensive management information system by coordinating provision for computer accessibility for each district. Such a system should provide the initial step in securing needed reliable background data for sound program planning and development activity statewide. Other goals are no less important and all will contribute to quality vocational-technical education when achieved.

The contribution which training for a vocation can make to the social welfare and the domestic harmony looms large in the light of today's dissent. Vocational educators are being called upon to do more things for more people than ever before. Two imperatives confront them: (1) broadening the scope of vocational education to include many new and emerging areas; and, (2) the manifestation of greater concern for the qualitative aspects of programs that may have already achieved the quantitative goals set for them.

Wisconsin with its post-secondary structure geared to the needs of those who are beyond the high school seems to have the organizational structure to meet presently known needs. The vocational education of high school youth is supervised by the Department of Public Instruction. The State Plan for vocational education makes provision for both approaches to the training of individuals in occupations in Wisconsin. The State Board for Vocational, Technical and Adult Education, therefore, has responsibility for the quantitative and qualitative aspects of both programs.

DELIVERY SYSTEM FOR VOCATIONAL EDUCATION

There is sufficient evidence to indicate that vocational education beyond the high school can be provided effectively by many patterns of curriculum organization and administration. The State of Wisconsin has a unique delivery system for vocational education. The most dramatic difference is the separate State Board of Vocational, Technical and Adult Education. This board has the sole responsibility for receiving funds and administering programs under the Vocational Education Acts. A portion of the Federal funds however, are allocated to the Department of Public Instruction by the State Board of Vocational, Technical and Adult Education for use in high school programs. In terms of program operation the Department of Public Instruction has the responsibility for the secondary school programs in vocational education; the State Board of Vocational, Technical and Adult Education and its state and district organization has the responsibility for the post-secondary vocational education.

Organizational Structure (Delivery System) of Vocational Education in Wisconsin-Post Secondary

The Wisconsin Area District Law, passed by the Wisconsin legislature in 1965, established the deadline by July 1, 1970 for the completion of the reorganization of the area vocational school districts.[1]

Fifteen districts were initially proposed by the State Vocational Board and the Coordinating Council for Higher Education, but three additional districts were eventually created. All eighteen are now in operation.

A map (3.A) of the eighteen districts for Vocational, Technical and Adult Education for the state of Wisconsin reveals how the districts are organized effective July 1, 1970.

All three of the districts were organized basically along county lines. The three exceptions follow a school district line of organization. Appendix 3.A contains a list of districts approved for operation as of July 1, 1970.

Minimum standards were established for each district. These were:

(1) An equalized valuation of at least $450,000,000.
(2) At least 3,000 high school graduates.
(3) A population totaling at least 187,000.
(4) A capacity of operating a comprehensive center with at least 760 students.
(5) Districts for areas of sparse population were to be considered on individual merit.

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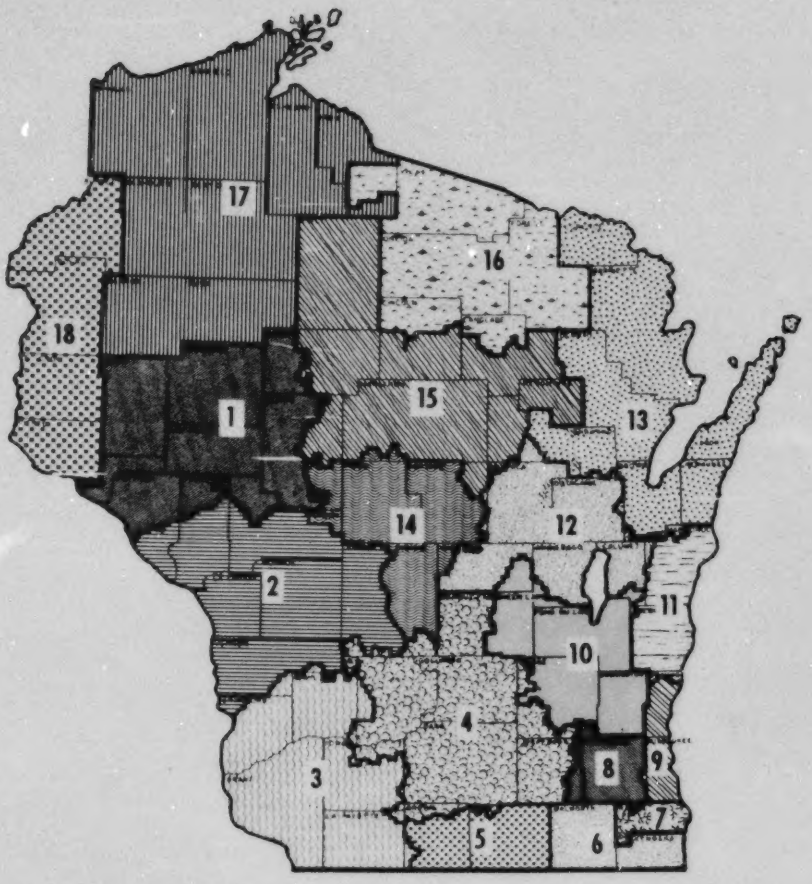
[1]Wisconsin Statutes, (Madison: State of Wisconsin, 1967), Title IV, Chapter 41.

MAP 3.A

WISCONSIN VOCATIONAL, TECHNICAL
AND ADULT EDUCATION DISTRICTS

Approved for operation July 1, 1970



State and Local Staff

The state attempts to guarantee quality education by providing financial aid and leadership, while at the same time retaining the advantages of local authority and encouraging local initiative by the formation of local district boards:

> Powers of the district boards, as outlined in the 1965 law, include levying a tax for building, maintaining and operating district schools; employing a director and other supervisors, teachers and coordinators for the development and execution of the vocational, technical and adult education programs; and lastly, establishing local vocational, technical and adult education policy.[2]

A list of district directors is included. (Appendix 3.B)

The state staff is organized to give assistance to these district boards and their staffs. Recent reorganization of the state staff instituted three divisions under the State Director and his assistant. These divisions are: educational development and special services, occupational services, and administrative services. The concerns of each division are listed:

> DIVISION OF EDUCATIONAL DEVELOPMENT AND SPECIAL SERVICES —curriculum coordination, facilities, financial assistance, general education, guidance counseling, library services, recruitment and training, teacher certification, and VTA research.
> OCCUPATIONAL SERVICES — adult basic, agri-business, business and distributive, civil defense, driver education, field services, fire service, health, home economics, law enforcement, MDTA, and trades and industry.
> DIVISION OF ADMINISTRATIVE SERVICES—accounting, administrative analysis, auditing, budgeting, data processing, office services, personnel, planning coordination, statistical reporting, and systems analysis.

Schools and Enrollment

There are presently thirty-five schools offering full-time programs of vocational-technical education under the State Board. There are three technical colleges: Madison Area, Milwaukee Area, and Nicolet. There are thirteen technical institutes and nineteen vocational and technical schools. A list (Appendix 3.C) of these thirty-five schools is included at the end of this report. Many of these schools operate centers or branches that are separate facilities for the purpose of serving more people in the district effectively.

Field Services

A unique dimension of Wisconsin's delivery system of education to youth and adults in Wisconsin is provided under a segment of the organizational structure called Field Services. It is through this structure that an attempt is made to take programs and services to the citizens of the state who do not live in proximity to a vocational or technical school facility. At the state level, the responsibility for leadership has been assigned to a staff member, however, the concept is well integrated into the activities and concerns of the total staff. Cooperative arrangements have been made with local public

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[2] *Ibid.*

school districts, as well as with other local public and private groups, for the use of high schools, junior high school and elementary school buildings, city halls, YMCA's, churches, business and industrial, and "store-front" facilities. There are now over 300 centers for vocational outreach.

Every district has a person designated by title or responsibility for field services. It is expected that through this field service activity an increasing number of persons will be served. The disadvantaged and handicapped persons are receiving particular attention at the present time.

Mobile Classroom

An example of a field service, or outreach, activity is the "Mobile Classroom" in District 5. The project was funded in May, 1970 for $58,885.

The purpose of the project is to provide prevocational training for disadvantaged adults. As a result of studies and surveys, it was determined that the necessity to serve the hard-to-reach people warranted special and unusual approaches. Many of the disadvantaged adults are reluctant to come into the established, formal classroom building. It was decided that an effort should be made to provide easy access to an informal, individualized classroom which could be set up in a neighborhood where the need is greatest, thus, bringing the classroom to the client. The funds for the project will pay for the instructional staff, the instructional equipment and the mobile classroom itself. The Mobile Classroom will service District 5. The Field Service representatives have included in the planning of the project and the recruiting of students several local agencies: WIN (Social Services program), Wisconsin Employment Service, Vocational Rehabilitation, and University of Wisconsin Extension.

The classroom is to be delivered in June, and it will be ready to begin operation in Beloit on June 15 for the summer months. It will be located near the present Vocational-Technical Center and can be identified by the title "Adult Mobile Learning Classroom" painted on its side. The instructional philosophy will be the individualized automated method whereby the student can proceed at his own self-determined pace.

The basic program consists of: (1) basic skill upgrading—communication, reading, writing, listening, and speaking; (2) job attitudes—attitudes toward world of work, motivation, how to get and hold a job; and (3) some vocational skills.

The equipment for the individualized learning in the mobile classroom laboratory will include: M7-Mark Response machine, video tape recorder, slides and projectors, tapes and recorders, etc.

This is but a single example of an innovation for serving better the vocational education needs.

Delivery System-Secondary

While the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 had a great impact on the post secondary program, the legislation led to even more dramatic changes at the secondary level. Prior to the 1963 Act Wisconsin

placed little emphasis on vocational education at the secondary level except in home economics and general agriculture. Federal funds were not used in other program areas and there were no earmarked State funds, a condition which still exists. In general, the philosophy of the leadership in the State was to postpone preparation until post high. The exception to this philosophy was the concept of serving drop outs, the unmotivated or discipline problem youth in the Continuation School Program which was a part of and responsibility of the post secondary system.

The motivation for re-evaluating not only the program at the secondary level but the entire philosophy, as well, can undoubtedly be traced almost directly to the national concern as expressed by the Panel of Consultants on Vocational Education initiated by the President of the United States in 1961 and reported in a publication entitled, "Education for a Changing World of Work."[3] It was this study that led to the Vocational Education Act of 1963 which specifically identified high school students as one of the groups to be served.

With the availability of financial assistance through the Vocational Education Act of 1963, a more systematic approach was taken in the development and operation of programs. The Department of Public Instruction initiated the Pilot Schools Program. Funding for that program and all subsequent reimbursement has been provided by agreement between the Department of Public Instruction and the Board of Vocational, Technical and Adult Education.

Organization

The Joint Statement of Cooperation between Superintendent Kahl and State Director Grieber is included in its entirety because it not only is a clear statement of cooperation but also effectively sets forth the division of responsibility for vocational and technical education. (See Appendix 3.D and 3.E.)

In 1965 with the implementation of the Pilot Schools Program, a formalized structure for the development and operation of vocational education programs was established. The formalized vocational program structure encouraged and adopted in Wisconsin is predicated upon student exposure and experience in general education courses (introductory and exploratory) and guidance counseling. The vocational program courses improve the local schools' total curriculum. The vocational program courses designed and implemented to meet specific employment needs are referred to as "capstone" courses and are generally offered on the 11th or 12th grade levels. A career objective within the employment area is a necessity for enrollment in a capstone course. An evaluation of the Pilot Schools Program indicated the requirement of a career objective was valid and desirable.

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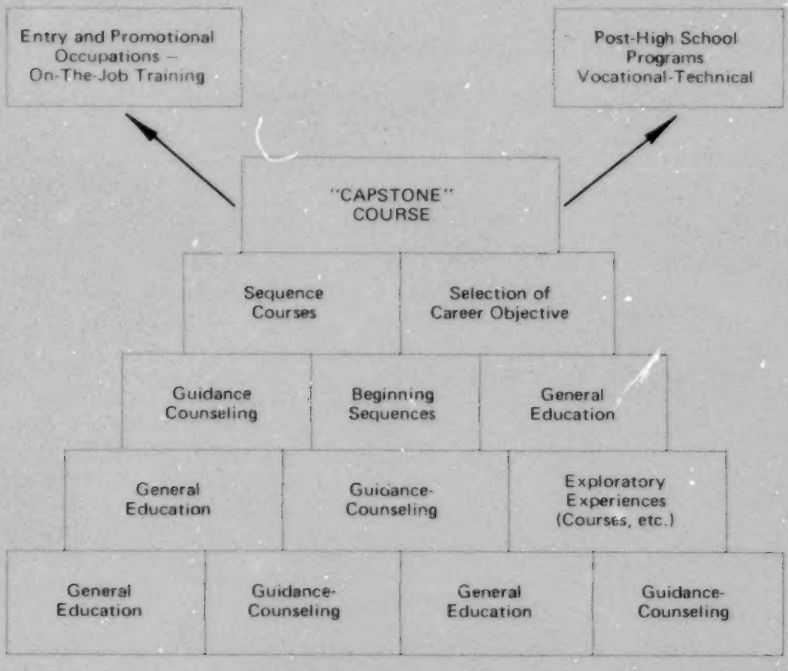
[3] *Education for a Changing World of Work*, Report of the Panel of Consultants on Vocational Education, U.S. Department of Health, Education and Welfare, U.S. Government Printing Office, Washington, D.C., 1963.

Following is a schematic representation of the "capstone concept":

FIGURE 3.1

THE "CAPSTONE" CONCEPT



Evaluation of the Pilot School Program provided evidence that the capstone course concept was effective and that the concept served program objectives in a realistic manner.[4]

The following basic guide lines proposed by the Department of Public Instruction are utilized by each school in analyzing its developmental position relative to the implementation of vocational programs.[5]

1. Analysis of employment opportunities for high school graduates.
2. Development and/or implementation of vocational guidance that will lead qualified and interested students into the respective programs.
3. Courses which provide job competency or lead into advanced post high programs must be identified and set up.
4. Teachers must be qualified and licensed.
5. Assistance in obtaining jobs must be available to students who complete the programs.
6. Provision must be made for follow-up of students as part of a continuous evaluation of the program in terms of job per-

[4] *Vocational Education Reports, Pilot School Study*, August, 1968, Department of Public Instruction, Madison, Wisconsin, p. 58.

[5] *Vocational Education Handbook for Wisconsin Schools*, 1967 edition, Department of Public Instruction, Madison, Wisconsin, pp. 2-3.

formance of graduate and success in meeting demands of employment markets.

In addition, advisory committees should be established, and adequate released time for teachers of cooperative programs should be provided.

Prior to funding of any program (project), a local school system must develop and submit to the Department of Public Instruction a local long-range plan for vocational education. This plan must include the execution procedures and goals of the local school system.

Local Vocational Education Coordinator (LVEC)

In order to provide leadership for the vocational program at the local level, a position was created for which the acronym LVEC was coined. Local school districts were encouraged to establish such positions through a relatively high rate of reimbursement from Federal funds.

The creation and growth of this position parallels the development of vocational programs of secondary schools in Wisconsin.

a. By 1968, 28 LVEC's were employed in the 34 schools participating in the Pilot School Program.

b. As of September, 1969, there were 95 LVEC's serving 289 schcool districts and operating 776 structured and funded vocational education programs.

In an evaluation of the program, the organizational relationship and importance of LVEC's was studied.[6] Following are the results of that survey.

TABLE 3.1
REPORT OF 85 DISTRICTS UTILIZING AN LVEC

	Percent of School Districts
LVEC's who report to:	
superintendent	52
principal	32
department head	7
others	8
	100
Administrators who consider the LVEC role to be:	
critically important	33
very important	56
quite important	11
	100

The average number of capstone courses offered by schools participating in the Pilot Schools Program varies according to size. In large schools (800 plus students in grades 9-12) the average number of programs was 5.2 in 1968. In medium schools (500-799 students) the average was 4.4 programs and in small schools (200-499 students) the average number of programs was 2.9. Conclusions drawn

[6]*Vocational Education Reports, Pilot School Study*, August, 1968, p. 38, Department of Public Instruction, Madison, Wisconsin.

from the evaluation of the Pilot Schools Program indicated that:

a. Small schools found a need to join together in order to offer programs.
b. Enrollments in larger schools steadily increased whereas some enrollments in medium and small schools decreased.
c. Small schools did not generally develop comprehensive vocational programs.

Conclusions

The eighteen districts for Vocational, Technical and Adult Education and Department of Public Instruction provide a coverage

TABLE 3.2
LVEC TASKS RANKED BY AMOUNT OF TIME SPENT ON EACH AND COMPARED WITH PERCEIVED IMPORTANCE BY ADMINISTRATORS AND LVEC'S

Task*	Ranking by amount time spent by LVEC's	Perceived by LVEC's	Importance Ranking by Administrator
Prepare applications for vocational education program approvals (4)	1	1	3
Represent school at SDPI vocational education conferences (3)	2	4	4
Meet with vocational education steering and/or advisory committees (2)	3	2	1
Conduct required follow-up studies for capstone course graduates (11)	3	8	2
Represent vocational education in meetings with guidance counselors (16)	5	8	8
Prepare claims for vocational education reimbursement (5)	6	3	4
Prepare vocational education follow-up reports for the SDPI (10)	6	14	11
Prepare local publicity and public information releases on vocational education program (14)	6	5	13
Contact employers for cooperative education work stations (12)	9	13	6
Prepare written reports for the school administration on vocational education program (15)	9	7	15
Meet with post-high school representatives (19)	9	8	17
Represent vocational education in meetings with general faculty committees (1)	12	8	9
Prepare vocational education enrollment reports for SDPI (9)	12	16	11
Meet with non-vocational educators to discuss vocational education (17)	14	5	13
Place students on cooperative education work stations (13)	15	16	7
Assist with placement of graduates on jobs (18)	15	15	10
Speak to civic or other community groups about vocational education (7)	17	8	16
Visit other schools to observe vocational education programs (6)	18	16	18
Organize vocational education curriculum workshops (8)	19	19	19

*Number in parentheses is the order in which tasks appeared in the questionnaire item. From: Department of Public Instruction, 1970.

network of unusual design. The State Board for Vocational, Technical and Adult Education provides the leadership and the financial assistance and fosters the concept of local authority and initiative in the establishment of needed programs, assessment of quality in program offerings and the redirection of content to meet current and anticipated needs.

The organization of the State staff into three divisions: educational development and special services; occupational services; and administrative services argues well for the future development of the program. The expansion of vocational education offerings within the high school structure through the joint cooperation of the State Director of Vocational, Technical and Adult Education and the State Superintendent will bring occupational training of high quality to many Wisconsin citizens who previously were unaware of this educational opportunity.

The guidelines of the Department of Public Instruction used in developing program justification merit commendation. Use of advisory committees should be a requirement not overlooked in the establishment of programs at the local level. Close monitoring of the leadership role assumed by the LVEC by state department supervisors seems to be an important factor in the successful operation of local programs.

Efforts to consolidate educational units to the point where effective and efficient Vocational-Technical programs can be operated should continue to challenge local administrators and their efforts will be reviewed by the Advisory Council in succeeding evaluative reports.

Chapter IV

PEOPLE AND PROGRAMS

The Advisory Council maintained a primary interest in the people served by the Vocational, Technical and Adult Education system and the types of programs being proposed and offered to meet statewide needs. The purposes of this chapter will be to: (1) identify categories of people served; (2) identify types of programs offered as well as those proposed; (3) identify projected vocational education needs; (4) identify, (through a follow-up study) application of vocational education in the labor market and; (5) to identify the "unmet needs" of Vocational Education in Wisconsin.

This chapter is divided into five sections. The order of presentation will be: (1) population served, (2) enrollment projections, (3) types of programs and services proposed, and (4) program objectives, and (5) proposed population to be served.

The sections entitled: types of programs and services proposed, proposed program objectives and proposed population to be served are direct quotations from the Wisconsin State Board of Vocational, Technical and Adult Education's Mission statement. The mission statement was utilized in this report to identify the future objectives and directions that have been proposed for Vocational Education in Wisconsin.

People Served

This section of the report deals with those people who were actually served in Wisconsin Vocational, Technical and Adult Schools during the school year, 1968-69. Until the Annual Statistical Reports for the school year 1969-70 are submitted and compiled, the '68-'69 enrollment statistics provide the most accurate data source.

Concerning statewide participation in vocational school offerings, however, a very interesting study conducted by the University of Wisconsin's Survey Research Laboratory revealed the following: " . . . slightly more than *one-third of the adults* in Wisconsin have taken a course or program in one of the state's vocational schools . . . at sometime in their lives."[1] Male and female participation is about equal,

> . . . but the likelihood of attendance at a Vocational School varies with age and socio-economic status. Adults in the twenties and, especially, the thirties have much more contact with a Vocational School than have persons fifty years of age or older. The likelihood of participation in a Vocational School course increases with increasing education and income, but tends to decline somewhat when the highest socio-economic levels are reached. Thus, only 20 percent of those adults with a 1967 income of less than $4,000 have attended a state Vocational School; while 47 percent of the residents in the $8,000 to $9,999 income range have done so, this figure drops to 30 percent for adults who earned more than $15,000 in 1967.[2]

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[1]Project 329, University Extension, the University of Wisconsin, Survey Research Laboratory, "Contact of Wisconsin Adults with the University of Wisconsin and the State Vocational Schools," May 23, 1969.

[2]*Ibid.*

While less than 600 Wisconsin adults were personally interviewed, the results in some areas bear a close relationship to the actual statistics provided by the 1968-69 Annual Statistical Reports of the Vocational Schools of Wisconsin.

The Wisconsin Vocational system is comprised of three Technical Colleges, thirteen Technical Institutes, eighteen Vocational and Technical School, and a total of three hundred and ninety-one Vocational and Adult Centers. Current figures reveal that in the post-secondary area, there are seventy-six types of Associate Degree curricula for a total of two hundred and forty-three programs, twenty-three types of two year Vocational programs for a total of ninety-one programs, and seventy-two types of one year vocational programs, for a total of three hundred and thirty-two programs. In summary, the state provided one hundred and seventy-one distinct curricula which were offered in various locations for a total of six hundred and sixty-six programs.

Enrollments

The 1968-69 Annual Statistical Reports indicated that more than 186,000 different persons received educational service from the Wisconsin Vocational School System. These figures do not include all persons served, as almost 10,000 additional persons received Fire Service Training through programs supervised by the Wisconsin Board of Vocational, Technical and Adult Education. Thousands of other persons utilized the facilities of the schools for conferences and meetings, the total enrollment figures for the year 1968-69 is 202,464. For a summary of enrollments for the past decade see Graph 4.1.

Post-Secondary Enrollments. A total of 38,035 students enrolled in the various full-time programs mentioned above. This included 15,860 in Associate Degree programs, 15,278 in the Vocational diploma programs, and 6,806 in the Collegiate Transfer programs (see Graph 4.2). This comprised 20.4 percent of the total enrollments.

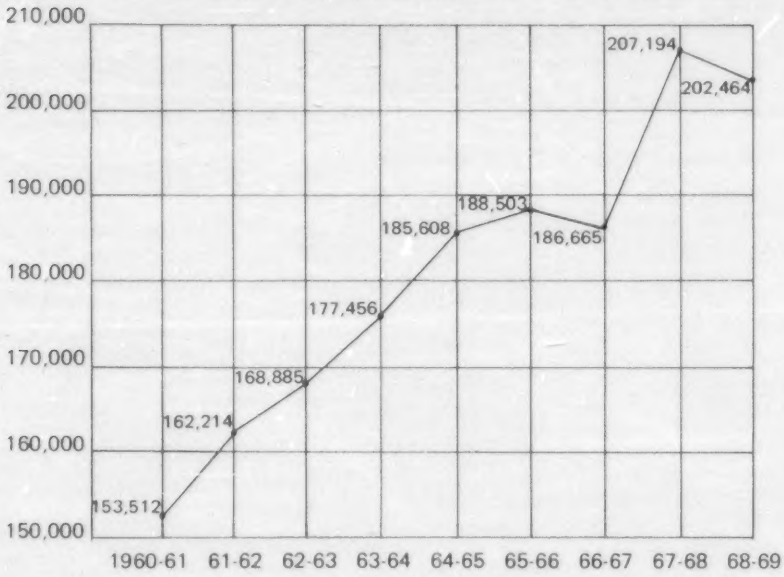
Enrollments by Educational Areas. Enrollments by curriculum divisions indicate that 38,729 students were registered in Trade and Industry programs or courses; 5,812 in Distributive or Marketing areas; 25,449 in Business or Office Occupational areas; 2,098 in Health Occupations; 21,990 in Home Economics; and 2,481 in the Agricultural field (Graphs 4.3 through 4.9).

Enrollments by Highest Grade Completed (Graph 4.10). Registrants for the 1968-69 school year indicated that: 1.09 percent had less than an 8th grade education, 30.17 percent had less than a 12th grade education, 19.29 percent had a 12th grade education, 50.54 percent had one or more years of education beyond the 12th grade, 8.70 percent had more than 16 years of education. For a complete breakdown see Table 4.4. The above figures demonstrate that the more years of education an individual has, the more likely he is to seek additional education.

Enrollment by Age Groups (Graph 4.11). The highest age group to be served was in the twenty to twenty-nine bracket with 32.10

GRAPH 4.1

SUMMARY OF ENROLLMENT FOR THE PERIOD 1960-1969



percent of the total enrollments falling into this area. The second highest was the 16-19 age bracket with 14.75 percent, the third was the 30-39 bracket with 13.92 percent. As age increased the percent went down. It is significant that 60.77 percent of the total enrollments were under 40 years of age.

Enrollment by Full-Time or Part-Time (Table 4.1). Most vocational schools consider a person to be a full-time student if he is enrolled for 12 or more credits or for 20 or more class periods per week. The full time state enrollment for 1968-69 was 24,839 or 13.34 percent. The part time enrollment was 161,383 or 86.66 percent.

Enrollment by Sex. Day Full Time males, 15,461, were almost twice the number of full time females, 7,846. Day part time males were approximately the same as females, both being over 23,000. In evening school, there were 74,875 females and 57,360 males enrolled. Total enrollments were 96,669 males (including 9,244 fire service men) and 105,795 females.

Up to this point the concern has been with enrollments by program, full-time, and part-time. Although this is one way of indicating the population served, a more accurate picture of where the emphasis of Vocational Education in Wisconsin lies may be reflected in other figures. This would not belie the fact that a broad spectrum of citizens are being served, but rather, it emphasizes the depth of service to post-secondary full-time program students.

The Annual Statitsical Report for the year 1968-69 reveals the

following information regarding (a) the actual teaching periods, (b) the actual student periods of attendance, and (c) the actual instructional salaries (Table 4.2). These three categories have been broken down between post-secondary full time programs and "other" programs ("other" referring to any part-time courses not included in full-time programs). Table 4.2 represents this breakdown.

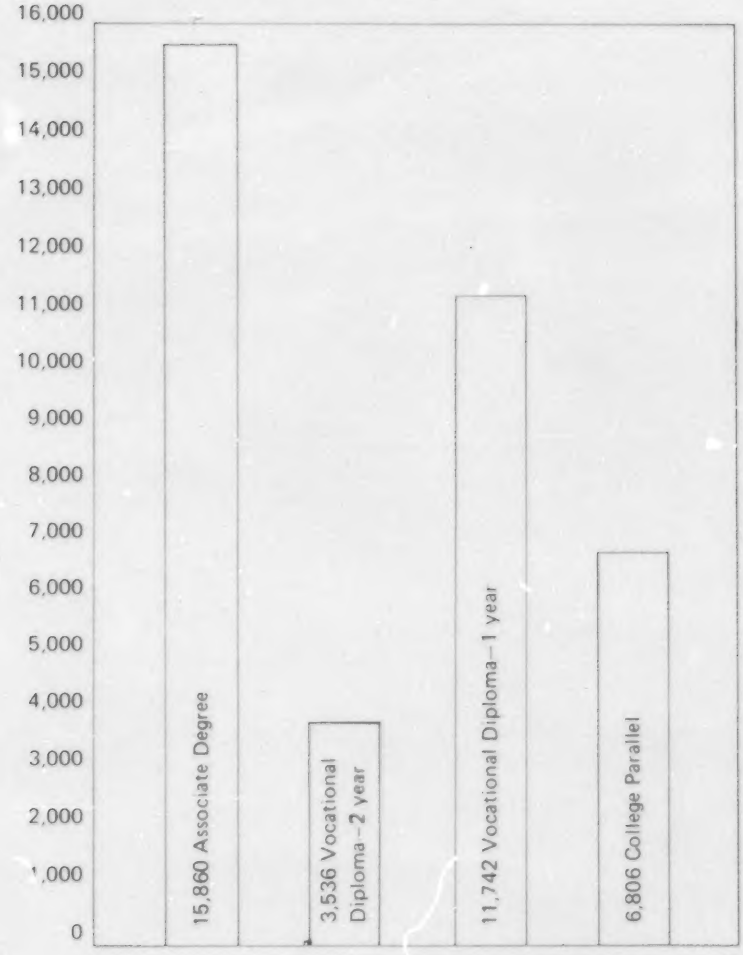
Enrollments in the "other" programs far outnumber those in

GRAPH 4.2

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

DEGREE, DIPLOMA AND COLLEGE PARALLEL PROGRAM

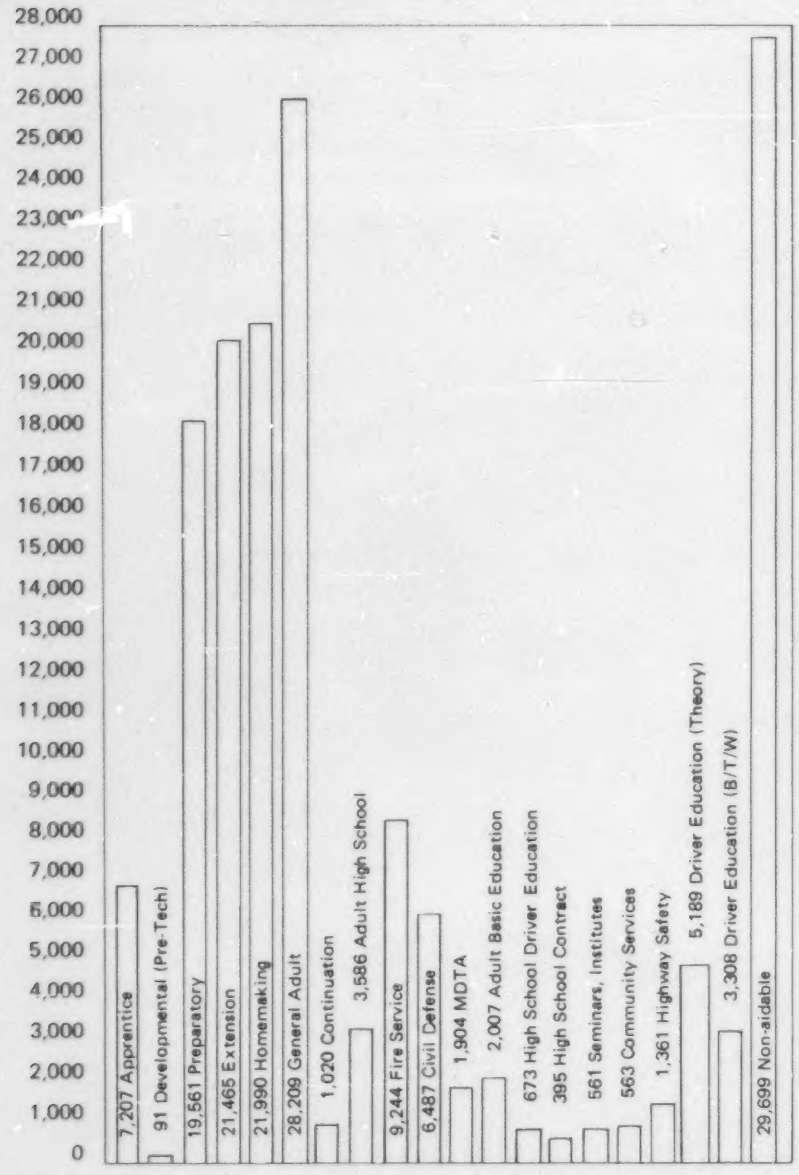
(Total enrollment of charts 2 and 3 equals 202,464)



GRAPH 4.3

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

NON-DEGREE, NON-DIPLOMA PROGRAM



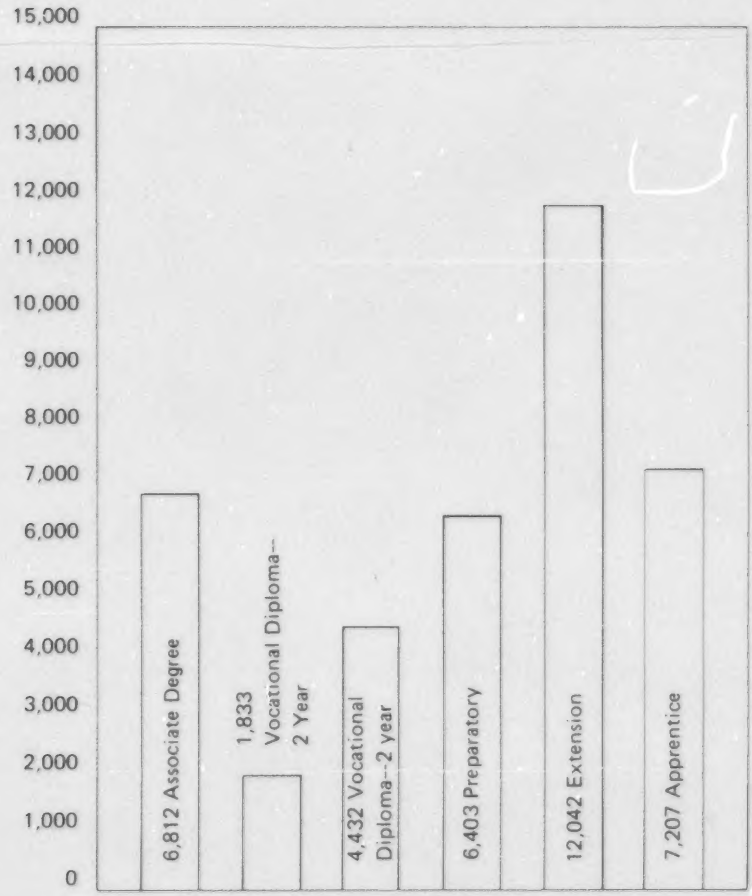
the post-secondary programs; however, it is readily seen that when measured by periods taught, or by actual student periods of attendance, or by instructional salaries, the post-secondary programs account for from 62 percent to 69 percent of the educational activity. It may also be expected that in terms of full-time equivalents approximately the same percentages may be expected.

Enrollments with Special Needs. The directions issued to the Wisconsin Vocational Schools and Districts by the Wisconsin State Board of Vocational, Technical and Adult Education for supplying information for the Annual Statistical Report for the school year

GRAPH 4.4

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

TRADE AND INDUSTRY PROGRAM



1968-69 indicated that a data processing card be punched or a manual form be submitted for each student enrolled in the system. Along with various other information concerning the student, the card was to indicate if the student was "Disadvantaged" or "Handicapped", or both.

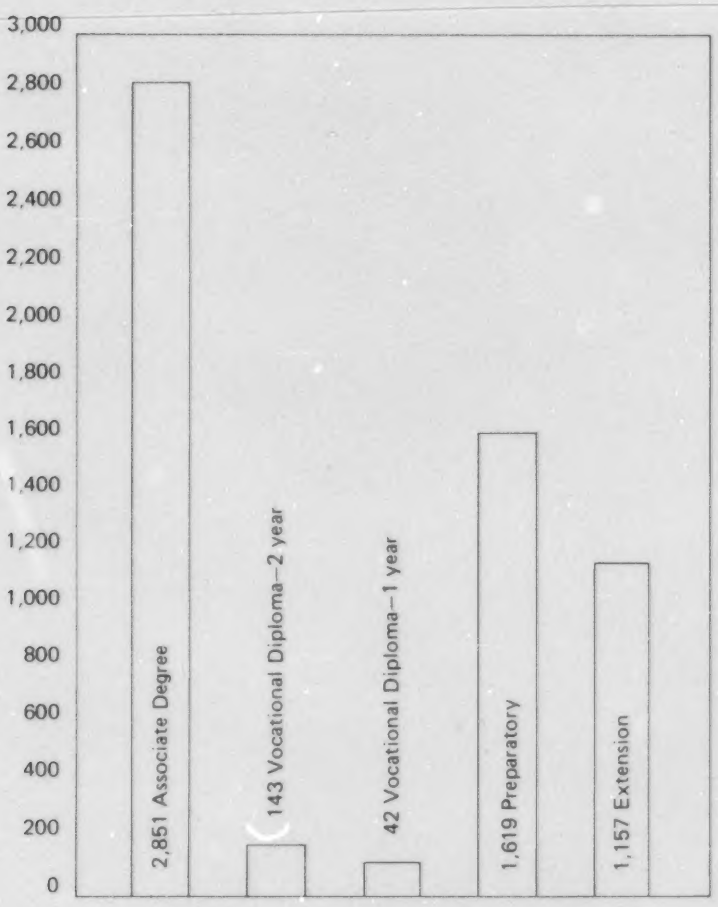
The definitions were those supplied by the Federal government. Disadvantaged was defined as follows:

> Those persons who have academic, socio-economic, cultural, or other handicaps who are served by the district. This term includes those whose needs result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large, but does not include those meeting the definition of Handicapped.

GRAPH 4.5

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

DISTRIBUTION AND MARKETING PROGRAM



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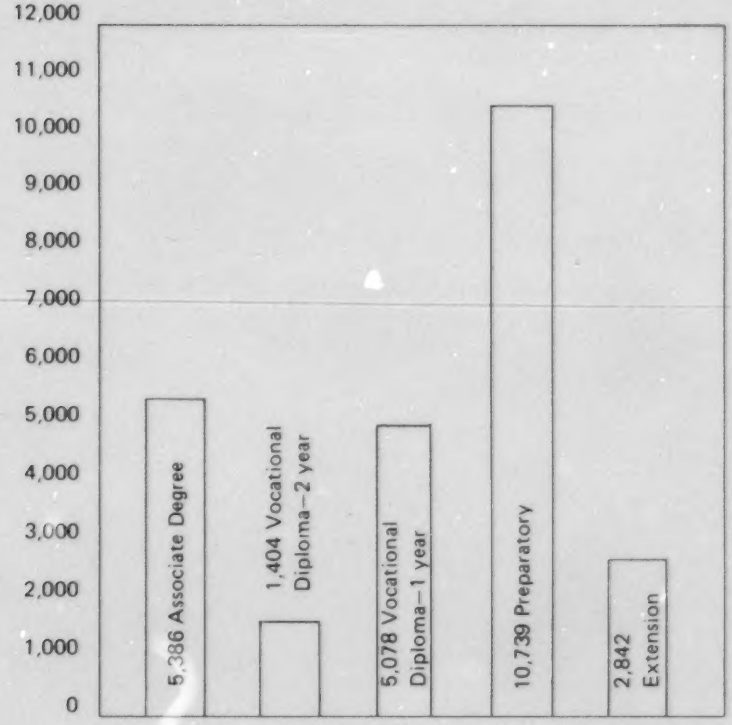
GRAPH 4.6

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

OFFICE EDUCATION PROGRAM



Handicapped was defined as follows:

> Those persons who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who are served by the district.[3]

The definitions are obviously very broad. The interpretation and the application of the definitions was left to the various individual school personnel. This led to wide discrepancies in reporting. Further, the definitions pose the difficult problem of identifying persons who fall into the specified categories. For example, how does one recognize a ". . . health impaired person . . ." or a student who has a ". . . socio-economic . . . handicap . . . resulting from poverty, neglect, . . . or cultural or linguistic isolation . . ."? The information supplied cannot be considered more than a general approximation.

The student statistics supplied by the Wisconsin Board of Voca-

[3]*Biennial Report of the Wisconsin Board of VTAE*, 1969, pp. 14-16.

tional, Technical and Adult Education submitted in the Federal report for the school year 1968-69 used the Federally requested terms "Handicapped" and "Students with Special Needs". The Federal report referred to was based on specific educational areas and totaled approximately 5,000 students enrolled as "Handicapped" or "Students with Special Needs".

For purposes of this report, a recent data processed printout (Tables 4.3 to 4.5) was made to determine the number of students enrolled and classified by the schools or districts as Disadvantaged, Handicapped, or both. The figures do not correspond with the previously submitted report, since they were collected on a different basis. It is believed however, that they give a more accurate picture of what is occurring in the programs.

TABLE 4.1

TOTAL PART AND FULL-TIME ENROLLMENT FOR VTAE
1968-69

Programs	*Full Time*	*Part Time*	*Totals*	*Percent*
Associate Degree	9,564	6,296	15,860	8.52
Developmental (Pre-Tech)	50	41	91	.05
College Transfer	3,071	3,735	6,806	3.65
One Year Vocational	5,797	5,945	11,742	6.31
Two Year Vocational	1,876	1,660	3,536	1.90
Highway Safety		1,361	1,361	.73
Civil Defense		12	12	.01
Adult Basic Education	85	1,922	2,007	1.08
Manpower Development and Training Act	1,616	288	1,904	1.02
Trade Extension	40	21,425	21,465	11.53
Part Time Preparatory	579	18,982	19,561	10.50
General Adult	416	27,793	28,209	15.15
Homemaking	31	21,959	21,990	11.81
Driver Ed. Theory	34	5,155	5,189	2.79
Driver Ed. B.T.W.	14	3,294	3,308	1.78
Non-Aidable	139	29,560	29,699	15.95
Apprentices	36	7,171	7,207	3.87
Adult High School	663	2,923	3,586	1.93
Continuation	813	207	1,020	.55
High School Contract		395	395	.21
High School Driver Ed.		150	150	.08
Conferences	8	553	561	.30
Other	7	556	563	.30
Totals	24,839	161;383	186,222	100.00

TABLE 4.2

PERIODS TAUGHT, STUDENT PERIODS FOR ATTENDANCE AND INSTRUCTIONAL SALARIES

	Periods Taught	*%*	*Student Periods of Attendance*	*%*	*Instructional Salaries*	*%*
Post High Programs	885,562	62	11,827,841	68	$11,003,563.16	69
"Other" Programs	539,105	38	5,625,123	32	4,929,929.53	31

GRAPH 4.7

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

HEALTH EDUCATION PROGRAM

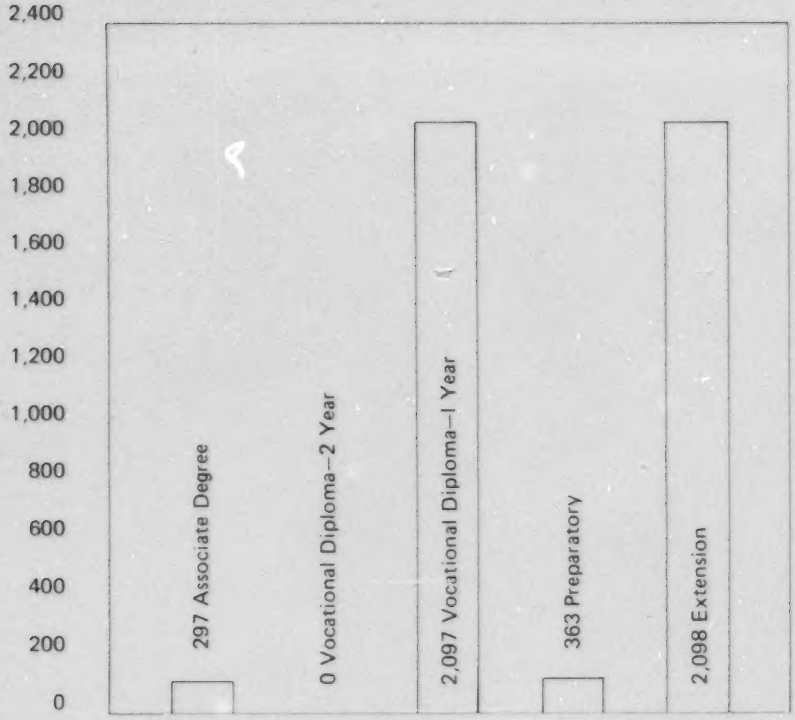


TABLE 4.3

TOTAL ENROLLMENT IN VOCATIONAL EDUCATION FOR 1968-69 BY DISADVANTAGED AND HANDICAPPED, PART-TIME, AND FULL-TIME STUDENTS

Program	*Handicapped*		*Disadvantaged*		*Handicapped and Disadvantaged*	
	Male	Female	Male	Female	Male	Female
Associate Degree	147	50	369	193	54	26
One Year Vocational	56	56	95	335	32	34
Two Year Vocational	22	1	93	29	18	0
"Other"	444	453	1,533	2,157	158	201
TOTALS	669	560	2,090	2,714	262	261
TOTALS		1,229		4,804		523
						TOTAL 6,556

The above post-secondary students were enrolled in a total of 123 different programs as follows:

TABLE 4.4
NUMBER OF PROGRAMS SERVING HANDICAPPED AND DISADVANTAGED STUDENTS

Number of Programs	*Handicapped*	*Disadvantaged*	*Handicapped and Disadvantaged*
Associate Degree	16	18	12
One Year Vocational	18	22	19
Two Year Vocational	4	9	5
TOTALS	38	49	36

A further breakdown of "Other" revealed that these persons were enrolled as follows:

TABLE 4.5
HANDICAPPED AND DISADVANTAGED STUDENT ENROLLMENT – POST-SECONDARY

Program	*Handicapped*	*Disadvantaged*	*Handicapped and Disadvantaged*
Highway Safety	38	54	14
Civil Defense	2	2	
Adult Basic Education	13	501	6
M.D.T.A.	12	299	6
Extension	229	954	106
Part Time Preparatory	146	215	56
General Adult	87	440	29
Homemaking	107	404	46
Driver Ed. Theory	27	130	11
Driver Ed. B.T.W.	5	33	3
Non-Aidable	172	521	68
Apprentice	46	68	10
Adult High School	13	69	4
Totals	897	3,690	359
Totals by Sex			
Males	669	2,090	262
Females	560	2,714	261
Totals	1,229	4,804	523

Totals by all Categories: 6,556.

In the report to the Federal Government, there were 748 males and 272 females classified as "Students with Special Needs" and coded as "Continuation" students which were not included in this report.

Other interesting facts should be considered. An examination of Table 4.1 reveals that there were 2,007 students enrolled in Adult Basic Education; 3,586 students in Adult High School; and 1,904 in Manpower Development and Training Act programs. If we refer to the definition of "Disadvantaged" surely students enrolled in

these programs with few exceptions should be so classified. And yet our data on those classified by the schools and districts as being Handicapped, Disadvantaged, or both reveals that only 520 students in Adult Basic Education, 86 in Adult High School, and 317 in M.D.T.A. were so classified. If we may assume that our interpretations of the Federal definitions is reasonable, the total number of Disadvantaged, Handicapped, or both may be found in Table 4.6.

TABLE 4.6
NUMBER OF HANDICAPPED AND DISADVANTAGED STUDENTS ENROLLED IN VOCATIONAL EDUCATION BY FEDERAL DEFINITION

	Number of Students
Handicapped	1,502
Disadvantaged	4,804
Both	523
Continuation	1,020
Adult Basic Education	1,487
Adult High School	3,500
MDTA	1,587
GRAND TOTAL ALL CATEGORIES	14,483

If nothing more, the above discussion serves to illustrate the confusion that exists concerning the interpretation of the Federal definitions of Disadvantaged and Handicapped and the difficulty of reporting. The terms should be more clearly defined. It is believed, however, that the figures given support the basic concept that the Wisconsin system of Vocational, Technical and Adult Education is exerting a continuing and effective effort to meet the educational needs of the "Disadvantaged".

Graduates (Follow-Up Study)

In June, 1969, the Wisconsin Vocational, Technical and Adult Education graduated 5,389 persons with either Associate Degrees or Vocational Diplomas and another 1,439 persons completed apprentice-related studies.

The follow-up report of enrollees in post-secondary preparatory vocational education programs for the fiscal year ending June 30, 1969, indicated 5,389 completed program requirements. The surveys were conducted by each vocational district during October, 1969. Tabulation of responses reveals that 313 entered the armed forces, 484 continued full time school, 872 had status unknown, 136 were not in labor force for various reasons, and 3,584 were either employed or available for employment. Of the 3,584 available for employment, 3,439 (96%) were employed as follows: 2,752 (77%) in occupations for which trained, 340 (9%) in related occupations, 280 (8%) in other occupations, and 67 (2%) were employed part time. There were 145 (4%) unemployed. About 750 preparatory students left prior to normal completion time with marketable skills.[4]

[4] *Ibid.*

GRAPH 4.8

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

HOME ECONOMICS PROGRAM

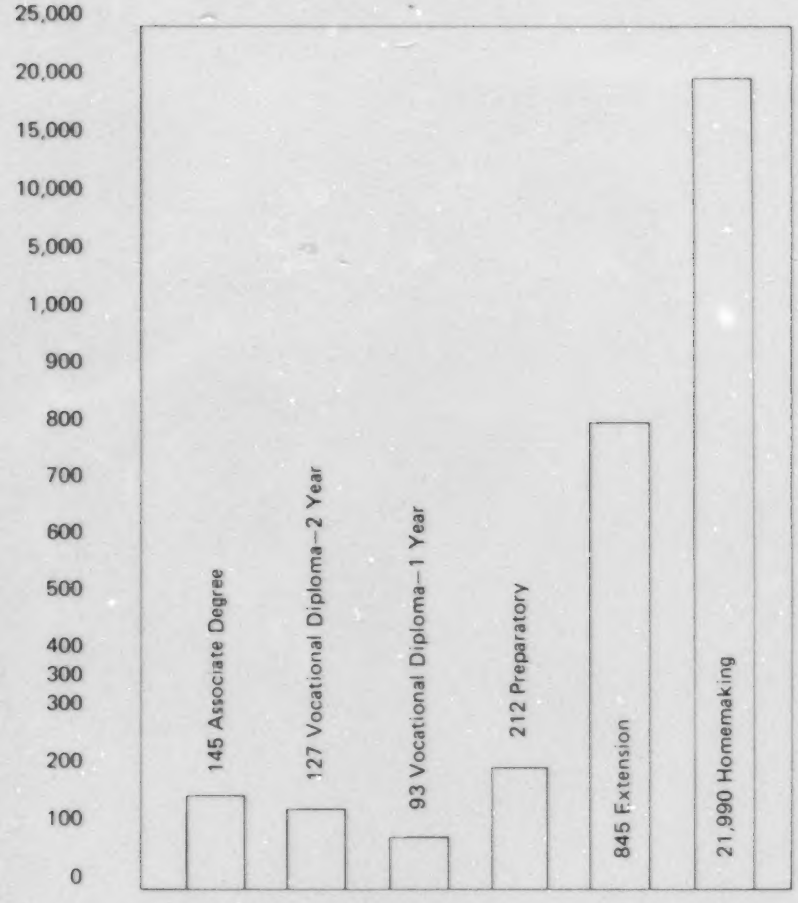


Table 4.7 reveals that there were 2,390 graduates in the Associate Degree program, 3,900 graduates from the one-and two-year Diploma Programs, 1,424 graduates from Apprentice Programs and 737 graduates from the Practical Nurses' program during the fiscal year ending in July, 1970.[5]

PEOPLE SERVED: SECONDARY HIGH SCHOOL POPULATION

The Wisconsin State Board of Vocational, Technical and Adult Education conducted a follow-up study of enrollees in preparatory

[5]State Board for Vocational, Technical and Adult Education.

Vocational Education programs in the State. Each district conducted its own survey, and the results for the State were tabulated by the State Board (Table 4.8).

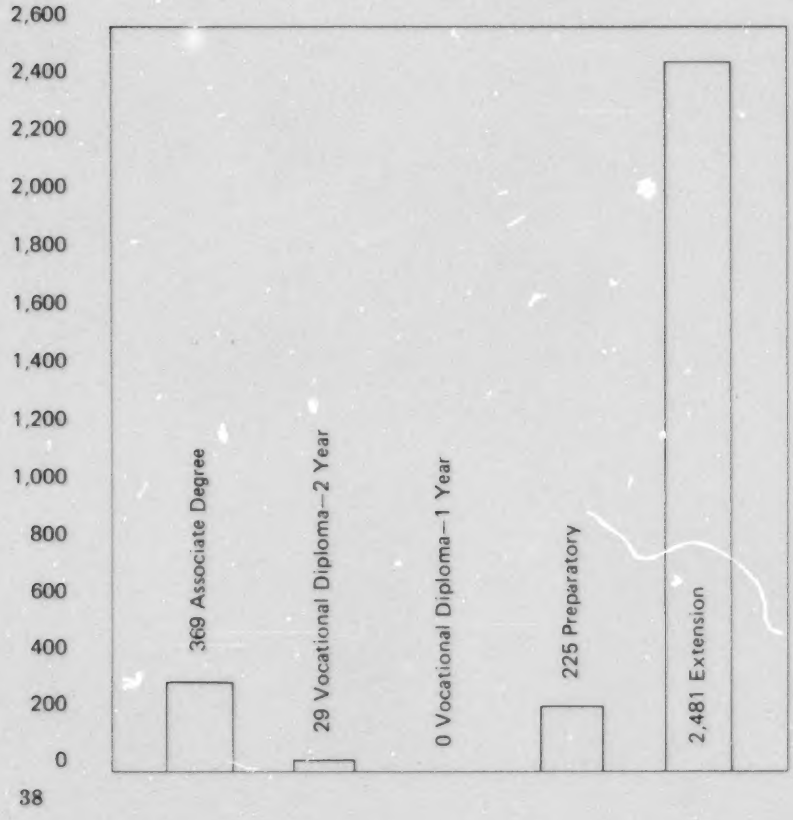
There were 10,451 students who were enrolled in Agriculture, Distribution, Health, Home Economics, Office, Technical, and Trade and Industry and completed the curricula of the Wisconsin Vocational, Technical and Adult Education system for the fiscal year ending June 30, 1969. Of these students, there were 1,416 whose status was unknown at the time this follow-up study was conducted. There were 3,307 students who were not available for placement; 464 who entered the armed services, 2,654 who continued full time in school and 189 who were not available for placement in the labor force for other reasons.

There was a total of 5,728 students who were employed and/or available for employment at the time of the follow-up investigation.

GRAPH 4.9

SUMMARY OF ENROLLMENT FOR THE PERIOD 1968-1969

AGRICULTURAL EDUCATION PROGRAM



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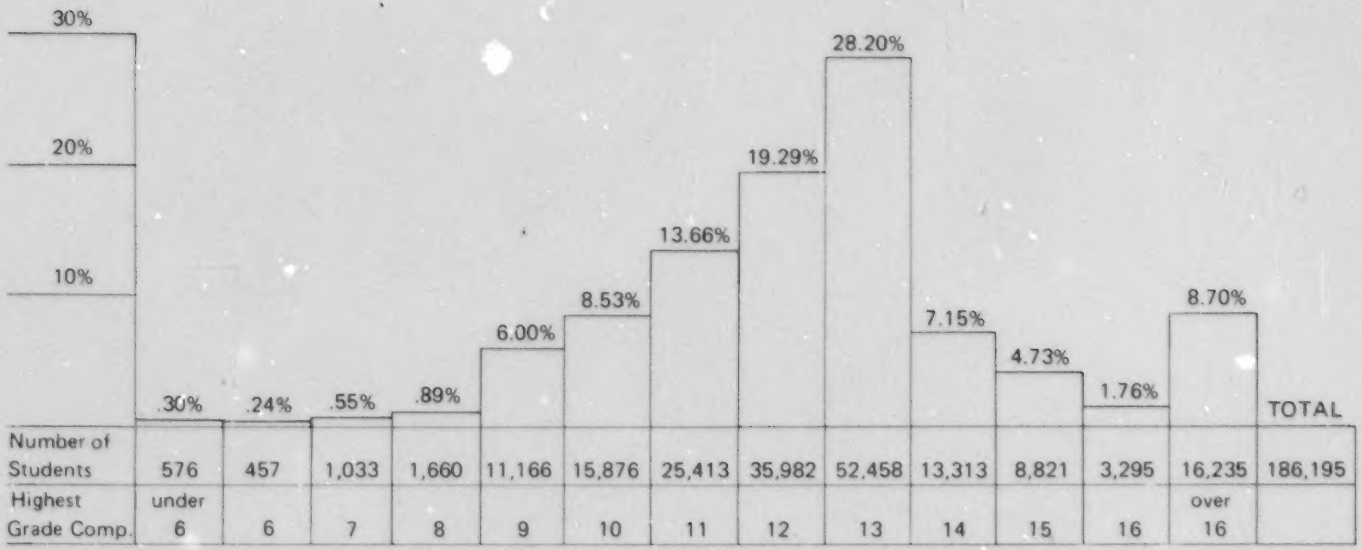
GRAPH 4.10

POST SECONDARY SCHOOLS

POPULATION SERVED BY HIGHEST GRADE COMPLETED—1968-1969 SCHOOL YEAR



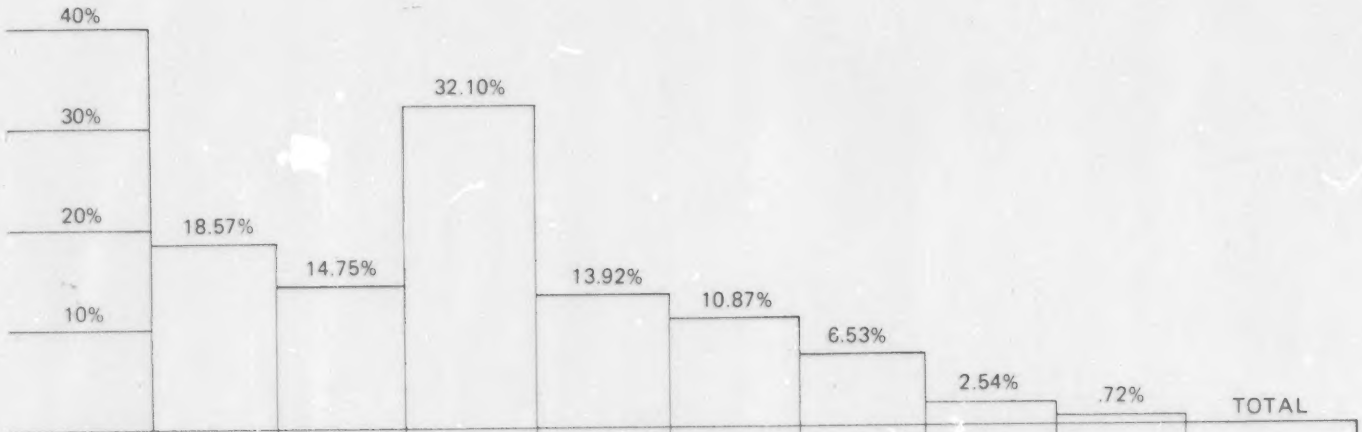
Number of Students	576	457	1,033	1,660	11,166	15,876	25,413	35,982	52,458	13,313	8,821	3,295	16,235	186,195
Highest Grade Comp.	under 6	6	7	8	9	10	11	12	13	14	15	16	over 16	

(Source: Wisconsin Vocational, Technical and Adult Schools Annual Statistical Report)

GRAPH 4.11

POST SECONDARY SCHOOLS

POPULATION SERVED BY AGE GROUPS—1968-1969 SCHOOL YEAR



Number of Students	34,568	27,446	59,734	25,918	20,258	12,163	4,734	1,374	186,195
Age Bracket	Unknown	16-19	20-29	30-39	40-49	50-59	60-69	Over 70	

(Source: Wisconsin Vocational, Technical and Adult Schools Annual Statistical Report)

TABLE 4.7
NUMBER OF PERSONS WHO COMPLETED WISCONSIN VTAE PROGRAMS* (FY 1970)

District	Graduates from Assoc. Degree since July 1, 1969	One Year & Two Year Diploma	Number Apprentices	Practical Nurses	LPN's are Included Yes	LPN's are Included No
1	160	368	55	NONE		X
2	140	292	31	50	X	
3	NONE	75	6	NONE		X
4	239	577	128	88	X	
5	NONE	123	76	NONE		X
6	284	202	21	118	X	
7	65	36	70	NONE		X
8	84	150	62	67	X	
9	745	439	558	126	X	
10	55	201	119	45	X	
11	93	195	85	56	X	
12	150	152	61	55		X
13	119	336	NONE	60	X	
14	45	65	33	NONE	X	
15	183	191	30	NONE		X
16	NONE	83	14	NONE		X
17	28	357	43	52	X	
18	NONE	NONE	10	NONE		X
Port Washington	NONE	8	NONE	NONE		X
Stevens Point	NONE	44	7	20	X	
S. Milwaukee	NONE	6	15	NONE		X
TOTAL	2,390	3,900	1,424	737		

GRAND TOTAL: 7,714

*State Board for Vocational, Technical and Adult Education I.L. 71-2.

There were 3,133 who were employed in the occupation for which they had been trained. There were 1,070 who were employed in a related occupation and 1,291 who were employed in "other" positions. There were 234 students who were unemployed, but actively seeking work.

A closer examination of the data for each occupational classification was thought to be of some interest.

Agriculture. There were 2,890 men and 8 women who completed the agriculture program requirements. Of those students, the status of 58 men was unknown. There were 263 men and one women who entered the armed forces, while 946 men and seven women continued full time in school.

There were 1,623 men who were employed and or seeking employment. Of these, 743 were employed in the occupation for which they had been trained. There were 399 who were employed in a related occupation and 465 who were employed in "other" positions. There were 16 students who were unemployed and were actively seeking work.

Distribution. There were 149 men and 266 women who completed the program requirements for the distribution course. Of these students, the status of 10 men and 9 women was unknown. There were 13 men and 2 women who entered the armed services, while 51 men and 70 women continued full-time in school. There were 19 women who were not in the labor force for "other" reasons.

TABLE 4.8
FOLLOW-UP STUDY OF SECONDARY ENROLLEES – VOCATIONAL EDUCATION

Occupational Classification	Sex	Total Number Completed Program Requirements	Number Status Unknown	Number Not Presently Available For Placement			No. Employed And/Or Available (add Cols. 5 thru 8 and Subtract From Col. 4)	Employed Full-Time			Employed Part-Time (Exclude Those Reported in Col. 7)	Number Unemployed (Seeking Work)
				Entered Armed Forces	Continued Full-Time School	Other Reasons Not In Labor Force		Occupation Trained	Related Occupation	Other		
Agriculture	M	2,890	58	263	946		1,623	743	399	465		16
	F	8		1	7							
Distribution	M	149	10	13	51		75	40	13	22		
	F	266	9	2	70	19	166	99	36	22	9	9
Health	M											
	F											
Home Economics (Wage Earning Only)	M	14	3	2	5		4	1		3		
	F	30			5	1	24	17	1	6		
Office	M	234	114	14	56		50	3	8	32	7	
	F	5,369	1,135	15	1,021	169	3,029	1,946	437	474	172	
Technical	M											
	F											
Trades and Industry	M	1,491	87	154	493		757	284	176	267	30	
	F											
TOTAL		10,451	1,416	464	2,654	189	5,728	3,133	1,070	1,291	234	25

There were 75 men and 166 women who were employed and/or seeking employment. Of these, 40 men and 99 women were employed in the occupation for which they had been trained. There were 13 men and 36 women who were employed in a related occupation, and 22 men and 22 women who were employed in "other" positions. There were nine women who were unemployed and actively seeking work.

Home Economics (Wage Earning Only). There were 14 men and 30 women who completed the program requirements for the home economics course. Of these students, the status of three men was unknown. There were two men who entered the armed forces, five men and five women who continued full-time schcool. There was one woman who was not in the labor force for "other" reasons.

There were four men and 27 women who were employed and/or seeking employment. Of these, one man and 17 women were employed in the occupation for which they had been trained. There was one woman who was employed in a related occupation, and three men and six women who were employed in "other" positions. There was no one who was unemployed.

Office. There were 234 men and 5,369 women who completed the program requirements for office courses. Of these students, the status of 114 men and 1,135 women was unknown. There were 14 men and 15 women who entered the armed forces, and 56 men and 1,021 women who continued full-time in school. There were 169 women who were not in the labor force for "other" reasons.

There were 50 men and 3,029 women who were employed and/or seeking employment. Of these, 3 men and 1,946 women were employed in the occupation for which they had been trained. There were eight men and 437 women who were employed in a related occupation, and 32 men and 474 women who were employed in "other" positions. There were seven men and 172 women who were unemployed and actively seeking work.

Trades and Industry. There were 1,491 men who completed the program requirements for trades and industry courses. Of these students, the status of 87 was unknown. There were 154 who entered the armed services and 493 who continued full-time in school.

There were 757 men who were employed and/or seeking employment. Of these, 284 were employed in the occupation for which they had been trained. There were 176 men who were employed in a related occupation and 267 who were employed in "other" positions. There were 30 men who were unemployed and actively seeking work.[6]

Secondary Success Factors

The development of vocational programs in the high schools of Wisconsin has been closely related to the availability of funds. Previous to 1965 the funding of high school vocational education was limited to agriculture and home economics.

Since the inception of the Pilot School Program (1965) significant progress has been made. This progress has resulted in a

[6]Follow-up Study of Enrollees. Wis. State Board of VTAE, 1968.

marked effect on the students, schools and communities of Wisconsin. This section will indicate that the effect of the Pilot School Program has been a positive and successful one.

Table 4.9 and 4.10 are summaries of the follow-up reports for capstone course graduates of the Pilot School Program.[7]

TABLE 4.9
FOLLOW-REPORT OF GRADUATES OF CAPSTONE COURSE FOR THE SCHOOL YEAR 1966-67

Number of graduates reported	4,200
Percent of graduates reported	81
Percent of graduates reported who:	
entered the labor market	66
entered post-high schools	15
entered four-year colleges	14
Percent of the labor market entrants who were employed on jobs related to their career objectives	77
Percent of college-enrolled students who entered teacher-preparation programs	27
Percent of T & I labor market students who were indentured as apprentices	9
Percent of reported graduates who entered military service	4
Percent of reported graduates who were unemployed	4

TABLE 4.10
FOLLOW-UP REPORT OF GRADUATES OF CAPSTONE COURSE BY PROGRAM BREAKDOWN

		Reported Graduates			Percent Employed In Jobs Related
Area	*Number of Graduates*	*Percent Reported*	*In Labor Market*	*In Post High School*	*To Career Objectives*
Office Education	3,533	77	67	11	79
Distributive Education	366	65	70	30	64
Trades and Industry	1,373	93	52	19	65
Gainful Home Economics	68	70	28	20	31
Health	17	100	58	41	71
TOTAL	5,327	81	66	15	77

The latest measure of reactions of the participants in high school vocational education in Wisconsin was found in the Pilot School Study. (Table 4.11). In that study, 60 percent of all students, 62 percent of sophomores, and 58 percent of seniors surveyed indicated being enrolled in a course "which is intended to prepare them for a job following high school graduation." In that same study the stu-

[7]Vocational Education Reports, Pilot Schools Study, August, 1968, p. 27.

dents indicated their "best" reasons for being enrolled in those courses. The following is a summation[8] of their responses.

TABLE 4.11
RATIONALE OF GRADUATES IN CAPSTONE COURSE FOR ENROLLMENT IN VOCATIONAL EDUCATION

	ALL Percent	SOPH. Percent	SR. Percent
Prepare self for job after graduation	64	65	62
Course has general appeal	14	13	15
Help qualify for post-high school program	12	10	14

The most important outcome of enrollment in vocational capstone course, as perceived by students, was also determined. Table 4.12 is a summation of their responses.

TABLE 4.12
RATING SCALE BY GRADUATES OF CAPSTONE COURSE OF VALUE OF SECONDARY VOCATIONAL EDUCATION

	Percent Responding
teaching me good work habits	64
helping me get job after graduation	62
helping me understand job requirements	53
helping me get ready for post-high school	38
helping make the course more meaningful	20
helping me feel more important	17
helping me get ready for apprenticeship	12

No data was found concerning parental or employer reaction as to the success of the vocational programs. However, in the Pilot School Study,[9], 95 percent of the advisory committee chairmen indicated that their committees were important to the local program.

The image of vocational education in the high schools involved in the Pilot School Program, as perceived by guidance directors, counselors, LVEC's, administration, advisory committee chairmen and capstone teachers was ascertained through the reference to "The Image of Vocational Education in the Pilot Schools".

As indicated previously, prior to 1965 there were few normally structured vocational education programs in the secondary schools. The exceptions were agriculture and home economics.

The factors which influenced districts to offer vocational capstone courses were determined in the evaluation of the Pilot School Program. The reasons are indicated in Table 4.13.[10]

As of September, 1965, the enrollment in structured vocational education programs (Pilot School Program) was 2,506[11] in 159 funded programs serving 34 school districts. The enrollment in the individual subject area programs was: Office Education, 1,451 stu-

[8]*Ibid.*, p. 15.
[9]*Ibid.*, p. 16.
[10]Department of Public Instruction, April, 1970.
[11]*Ibid.*, p. 21.

TABLE 4.13
FACTORS THAT INFLUENCED "CAPSTONE COURSE" PROGRAM DEVELOPMENT ON LOCAL LEVEL

Influencing Factors	*All Courses*	*New Courses*	*Modified Courses*
fills apparent and generally known need	71	74	68
survey of student needs	63	66	60
employment market surveys	61	60	62
local administration recommendation	55	55	56
local employers expressed need	51	62	44
teachers expressed interest	49	42	56
financial assistance needed for equipment	49	42	56
local advisory committee recommendation	40	40	40
State Employment Service indicated need	37	32	42
Department of Public Instruction recommended it	24	28	20

dents; Distributive Education, 206 students; Trade and Industry, 827 students; Home Economics, 28 students; and Health, 0 students.[12]

In October, 1969 (1969-70 school year) the enrollment in structured vocational education programs (funded) was 14,728 students in 776 programs serving 289 school districts. The enrollment in the individual subject area program is: Office Education, 5,382 students; Distributive Education, 774 students; Trade and Industry, 3,307 students; Home Economics, 146 students; and Health, approximately 20 students. One hundred seventy-five of the districts served have one program. Of these 175 districts, 165 districts have agriculture as the only program.[13]

The follow-up report for enrollees in preparatory vocational programs for the fiscal year ending June 30, 1969 revealed that on the secondary level, 10,451 people completed program requirements. Of these, 2,654 (25 percent) continued full-time in a post-secondary school. There were 5,728 people who were employed or available for employment. Of the 5,728 people available for employment, 5,494 (96 percent) were employed.[14]

Seniors Enrolled in Secondary Vocational Education Programs

The information contained in this section of the report was obtained from the Wisconsin Department of Public Instruction and represents senior students enrolled in federally funded secondary vocational programs for the fiscal year 1970.

Map 4.A, "Approximate Geographic Locations of FY-70 Federally Funded Secondary Vocational Education Programs," reveals that the northern most counties (above a line from St. Croix County through Menominee County) have less than 10 percent of the total state's programs.

It is interesting to note on Table 4.14, the distribution of Federally funded secondary programs by a district breakdown. District

[12]*Ibid.*, p. 24.
[13]*Ibid.*, p. 20.
[14]WBTAE Newsletter, p. 2.

MAP 4.A

APPROXIMATE GEOGRAPHIC LOCATIONS OF FY 70 FEDERALLY FUNDED SECONDARY VOCATIONAL EDUCATION INSTRUCTIONAL PROGRAMS

Specific information is available from the Wisconsin Department of Public Instruction

TABLE 4.14
NUMBER OF SECONDARY VOCATIONAL EDUCATION INSTRUCTIONAL PROGRAMS PER VTAE DISTRICT

District No.	
	1 50
	2 31
	3 33
	4 102
	5 15
	6 19
	7 9
	8 25
	9 96
	10 45
	11 46
	12 85
	13 69
	14 28
	15 54
	16 3
	17 40
	18 30

#4 has the most programs, 102, while District #16 has only three programs.

This map also represents the number of Public Secondary Schools with Federally Funded Vocational Education programs, which total 171 schools.

Graph 4.12 is a graphic comparison of the public secondary schools with Federally Funded Vocational Education programs and the public secondary schools with *no* Federally Funded Vocational Education programs.

Graph 4.13 represents a breakdown of the 318 secondary schools providing Vocational Education Instructional Programs by number of programs provided. It is interesting to note that six schools offer eleven or more such programs; while 21 schools provide between six to ten programs; 116 schools provide two to five programs and, 175 schools provide only one Vocational Education Instructional program.

Disadvantaged Programs-Secondary Level

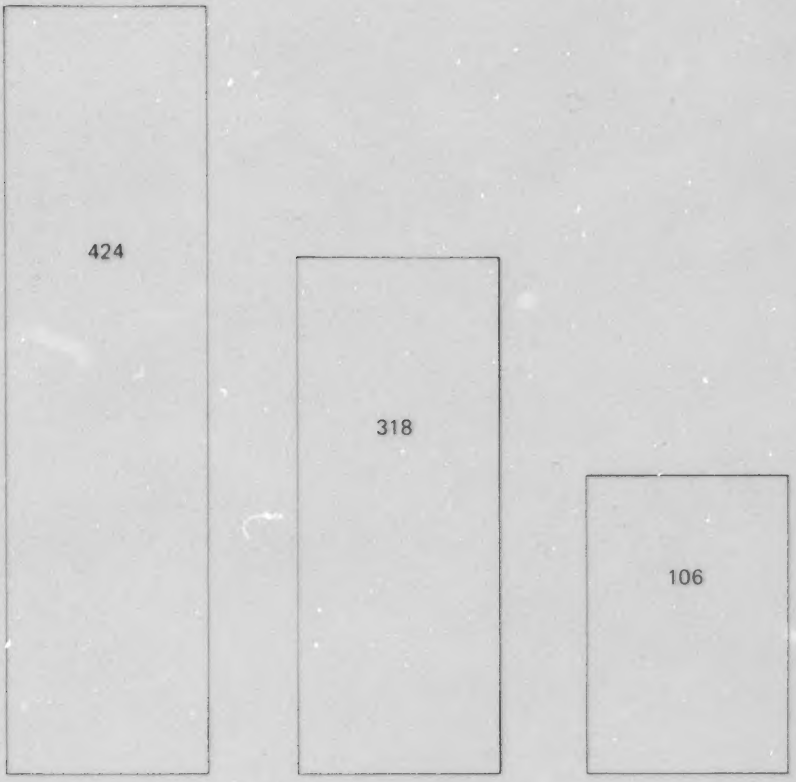
There are 58 secondary schools that provide Vocational Education Instructional programs which serve the "disadvantaged students". There is an average of 2.5 Federally Funded Vocational Education Instructional programs in the 318 public secondary schools providing such programs and an average of 1.5 programs in the 58 public secondary schools serving the "disadvantaged students".

Graph 4.14 represents the number of public secondary schools with disadvantaged students as compared with only 40 schools that are providing Vocational Education programs serving these needs. Table 4.15 is a list of the "Vocational Education Instructional Programs" serving the needs of "disadvantaged students".

Map 4.B represents the approximate geographic location of FY-

GRAPH 4.12

PUBLIC SECONDARY SCHOOLS WITH FEDERALLY FUNDED VOCATIONAL EDUCATION PROGRAMS

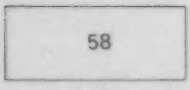


Source of Information: Wisconsin Department of Public Instruction

GRAPH 4.13

PUBLIC SECONDARY SCHOOLS WITH FEDERALLY FUNDED VOCATIONAL EDUCATION INSTRUCTIONAL PROGRAMS

Funded Vocational Education Instructional Programs



Funded Vocational Education Instructional Programs Serving Disadvantaged Students

Number of Schools with:

1 program	175
2-5 programs	116
6-10 programs	21
11-plus programs	6

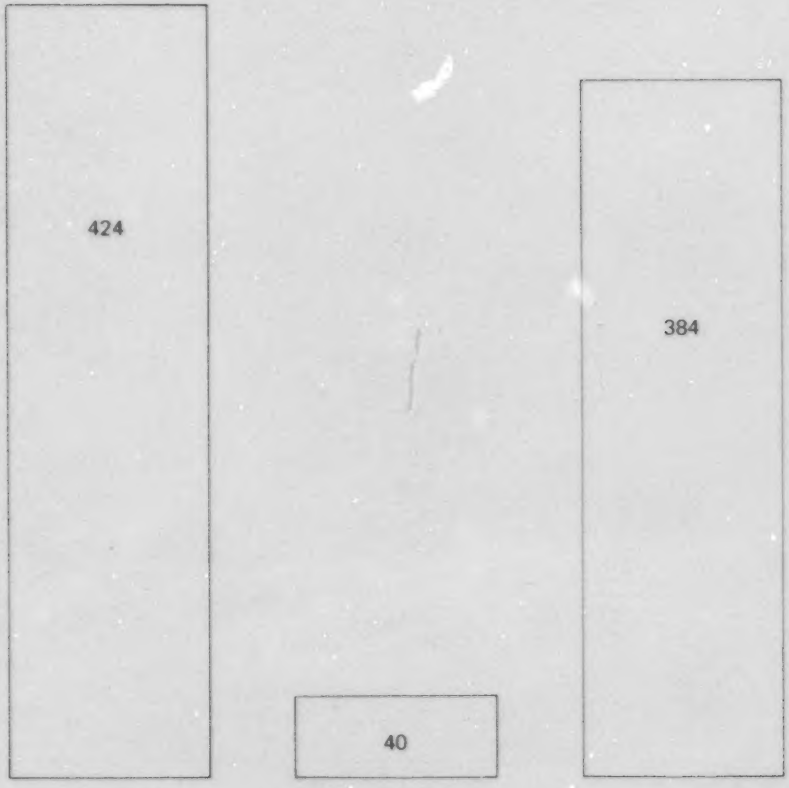
Note: Average number of federally funded vocational education instructional programs is 2.5 in schools with vocational education programs.

Average number of federally funded vocational instructional programs serving the disadvantaged is 1.5 in schools with Vocational education programs.

(Source of Information: Wisconsin Department of Public Instruction)

GRAPH 4.14

PUBLIC SECONDARY SCHOOLS WITH FEDERALLY FUNDED VOCATIONAL EDUCATION PROGRAMS SERVING DISADVANTAGED


424
40
384
Public Secondary Schools with Disadvantaged Students
Public Secondary Schools with Funded Vocational Education Programs for Disadvantaged Students
Public Secondary Schools without Funded Vocational Education Programs for Disadvantaged Students

(Source of Information: Wisconsin Department of Public Instruction)

TABLE 4.15
PUBLIC SECONDARY SCHOOLS WITH DISADVANTAGED INSTRUCTIONAL PROGRAMS

Brillion High School	Vocational Training
Department of Public Instruction	WISC Workshop
Department of Public Instruction	Curriculum Development
Department of Public Instruction	Mobile Career Model
Franklin High School	Vocational Remedial Skills Center
Franklin High School	Service Station Operations
Green Bay Reformatory	Industrial Opportunities
Hartford High School	Academic Vocational Adjustment
Hayward High School	Indian Vocational Training
Lake Geneva Badger	AVAP Workshop
Madison East High School	
Milwaukee Rufus King High School	Work Experience
Milwaukee South Division High School	Work Experience
Racine Public Schools	Project RECOVERY
Shawano High School	Follow-up Placement Workshop
West DePere High School	Industrial Orientation and Training

70 Federally Funded Secondary Vocational Education Programs serving the disadvantaged students.

Handicapped Programs - Secondary Level

Table 4.16 is a listing of the Vocational Education Instructional programs serving the "handicapped students" in Wisconsin. Map 4.C represents the approximate geographic location of the Federally Funded Secondary Vocational programs serving "handicapped students".

TABLE 4.16
NUMBER OF PUBLIC SECONDARY VOCATIONAL EDUCATION INSTRUCTIONAL PROGRAMS SERVING HANDICAPPED STUDENTS

CESA No. 3	Pre-Vocational Assessment Lab (PAL)
CESA No. 5	Wage-Earning Home Economics Occupations
CESA No. 6	Vocational Evaluation Methods and Training
CESA No. 6	Vocational Oriented Experience Program
CESA No. 8	Curriculum Development Workshop
Delevan School for the Deaf	Dry Cleaning Industry
Delevan School for the Deaf	Upholstery Industry
Janesville School for the Visually Handicapped	Vocational Education Services
Janesville Public Schools	Outdoor Work Experience
Mauston High School	Juneau County Secondary Special Education
Walworth County Special School	Band Instrument Repair

Vocational Education Occupational Programs

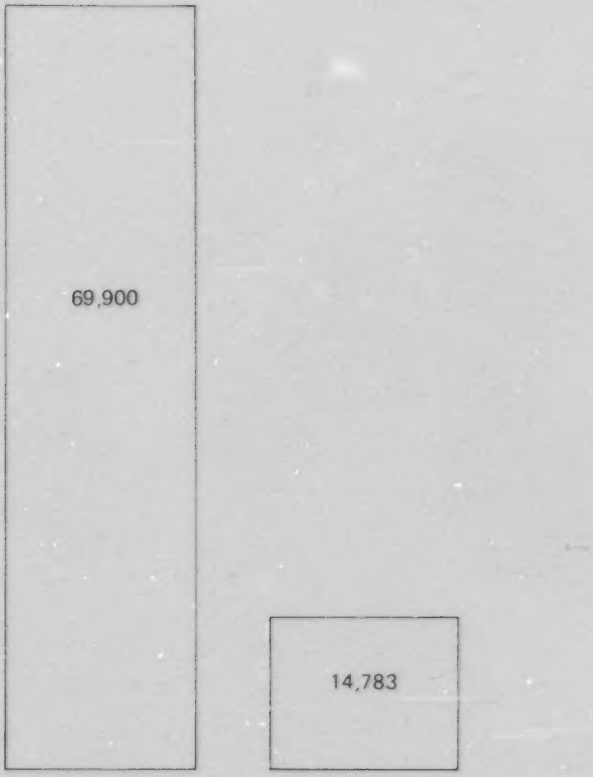
Graph 4.15 represents the number (69,900) of high school seniors enrolled in public secondary schools in Wisconsin as contrasted with 14,783 high school seniors enrolled in Federally Funded Secondary Vocational Instruction programs.

Table 4.17 reflects the number of high school seniors enrolled in the various occupational vocational programs. There were 3,307 seniors enrolled in the "regular", and 535 seniors enrolled in the "disadvantaged" trade and industry programs. There were 774 seniors enrolled in the "regular", and 195 seniors enrolled in the "disadvantaged" distributive education programs. There were

GRAPH 4.15

PUBLIC SECONDARY SCHOOLS
STUDENT ENROLLMENTS IN FEDERALLY FUNDED
VOCATIONAL EDUCATION INSTRUCTIONAL PROGRAMS

(Enrollments Include Seniors Only)


69,900
14,783
Senior Students Enrolled in Public Secondary Schools
Senior Students Enrolled in Funded Secondary School Vocational Education Instructional Programs

(Source of Information: Wisconsin Department of Public Instruction)

MAP 4.B

APPROXIMATE GEOGRAPHIC LOCATIONS OF FY-70
FEDERALLY FUNDED SECONDARY VOCATIONAL EDUCATION
INSTRUCTIONAL PROGRAMS SERVING DISADVANTAGED STUDENTS

MAP 4.C

APPROXIMATE GEOGRAPHIC LOCATIONS OF FY-70
FEDERALLY FUNDED SECONDARY VOCATIONAL EDUCATION
INSTRUCTIONAL PROGRAMS SERVING HANDICAPPED STUDENTS

5,799 seniors enrolled in the "regular", and 315 seniors enrolled in the "disadvantaged" office programs. There were 25 seniors enrolled in the "regular" health programs. There were 146 seniors enrolled in the "regular", and 15 seniors in the "disadvantaged" home economics programs. There were 5,149 seniors enrolled in the "regular" agriculture programs.

TABLE 4.17
NUMBER OF HIGH SCHOOL SENIORS ENROLLED IN THE VARIOUS OCCUPATIONAL VOCATIONAL PROGRAMS

Regular		*Disadvantaged*
3,307	Trade and Industry	535
774	Distributive Education	195
5,799	Office	315
25	Health	.....
146	Home Economics	15
5,149	Agriculture	.....
15,200	Other	105

Source of Information: Wisconsin Department of Public Instruction

MILWAUKEE CONTINUATION SCHOOL

The State of Wisconsin early in the history of vocational education, established day continuation schools for youth who drop out of high school without graduating. The Continuation Division serves young men and women under eighteen years of age. These students are expected to attend full-time public school until they complete high school or until they become eighteen. However, with parental consent and their principal's consent, transfer to the Continuation Division of Milwaukee Technical College is possible if they are sixteen years of age. The Milwaukee Continuation School is an example of one disadvantaged area served through the Milwaukee Technical College Program.

The Continuation Division of the Milwaukee Technical College helps pupils from the Milwaukee Public School area to become self-sustaining workers and good citizens. It is being phased out of the Milwaukee Technical College Programs this year due to recent legal enactments in the State.

A recent survey of the pupils served by the Continuation Division of the Milwaukee Technical College revealed the following facts: (see Tables 4.18 through 4.23).

TABLE 4.18
ETHNIC BREAKDOWN OF ENROLLMENT IN MILWAUKEE CONTINUATION SCHOOL

Ethnic Background	
White	652
Negro	450
Indian	10
	1,112 Students

Information derived from this study clearly indicates the eco-

nomic, family, and educational level of the group from which students come who are served by the Continuation Division of the Milwaukee Technical College. There are indications that students with these peculiar characteristics and needs will continue to be with us despite program redirection. The task is to provide adequate educational and vocational opportunities for this segment of disadvan-

TABLE 4.19
MONTHLY INCOME OF PARENTS OF ENROLLEES
IN MILWAUKEE CONTINUATION SCHOOL

Income $	Families
Under 149	18
150-199	20
200-249	28
250-299	31
300-349	52
350-399	21
400-449	44
450-499	18
500-549	23
550-599	14
Over 600	71

TABLE 4.20
NUMBER IN FAMILY LIVING AT HOME OF ENROLLEES
IN MILWAUKEE CONTINUATION SCHOOL

Family Size	Count
2	69
3	148
4	163
5	186
6	114
7	111
8	71
9	58
10	28
11	27
12	16
13	11
14	5
15	2
16	0
17	4

TABLE 4.21
HIGHEST GRADE COMPLETED BY ENROLLEES
OF MILWAUKEE CONTINUATION SCHOOL

Grade	Number
5	2
6	9
7	52
8	297
9	455
10	234
11	43
Spc	10

taged students after phasing out of the Continuation Division of the Milwaukee Technical College.

TABLE 4.22
REASONS FOR LEAVING HIGH SCHOOL EXPRESSED BY ENROLLEES OF MILWAUKEE CONTINUATION SCHOOL

Limited Vocational Opportunities	212
No Suitable Program	38
Adjustment	106
Suspended or Expelled	45
Parental Request	142
Moved	59
WSB or WSG	120
Academic	41
No Response	237

TABLE 4.23
NUMBER OF MILWAUKEE CONTINUATION STUDENTS LIVING WITH PARENTS

Students Residing With	
Married Parents	525
Parent and Step-parent	90
Father Only	43
Mother Only	374
Other	74
No Response	6

PERSONS SERVED - REHABILITATION SERVICES

A major portion of responsibility for providing services to the handicapped on a statewide basis is assumed by the Division of Vocational Rehabilitation. It is difficult to determine with much precision the extent of coordination with vocational education either at the State level or local districts.

According to available[15] data there were 7,387 persons served during 1968-69 under the general classification of "Training and Materials". A further breakdown of this category into those areas which might be characterized as specifically vocational in nature is found in Table 4.24.

There was no information readily available as to the identification of students enrolled in vocational-technical institutions either by disability or type of training. This information is contained in individual case files but does not appear to be included in regular reporting procedures.

An examination of this data shows that of 3,635 persons served in programs which would be described as having a vocational orientation, there were 1200 enrolled in public vocational-technical schools. This represents 33.1 percent of the total. Another 1,030 severely handicapped persons are served by vocational homecraft programs. Teachers were employed by local vocational schools to work with students in their own home. The local vocational school

[15] *Fiscal Tape Data*, Wisconsin Department of Health and Social Service, Division of Vocational Rehabilitation, 1969.

TABLE 4.24
NUMBER OF PEOPLE SERVED BY VOCATIONAL INSTRUCTIONAL PROGRAMS

	1968-69
Vocational and Technical Schools	1200
Vocational School Homecraft	1030
Private Trade and Business	464
Employment (on the Job)	379
Pre-Vocational	315
Occupational Programs (MR)	147
Occupational Programs (ED)	82
Occupational Programs in Special Facilities	18
TOTAL	3635

received financial support to cover the cost of salaries, material, etc. from the Division of Vocational Rehabilitation Division. As a result of state reorganization whereby the Rehabilitation Division transferred from the State Board of Vocational and Adult Education to the Department of Health and Social Service, these teachers are now State Civil Service employees. There are presently 22 homecraft teachers employed on a statewide basis.

Of the total number served (7387) under the general heading of training, there were 3635 involved in vocational and/or occupational programs. The remaining persons were served in other types of programs which included personal adjustment program, tutorial, enrollment in universities and colleges, etc.

An examination of this data illustrates that of 3,635 persons served in programs which could be described as having a vocational orientation, there were 2,230 involved with a vocational school. This represents 61.2 percent of the total number.

The need to better understand more about persons presently being served is necessary in terms of future planning. For example, Graph 4.16 represents the most recent annual report[16] of the Division of Vocational Rehabilitation.

The graph of projected growth for the next seven years (Graph 4.16) clearly shows a large anticipated increase in the number of people to be served. It would seem logical to assume that close coordination with vocational education would be necessary in order to adequately plan for training programs, facilities, and staff. This could be more readily accomplished if there were methods to evaluate the past seven years. For instance, how well does anyone understand the disability group served in vocational education, training received, success factors, retention, dropout and the like?

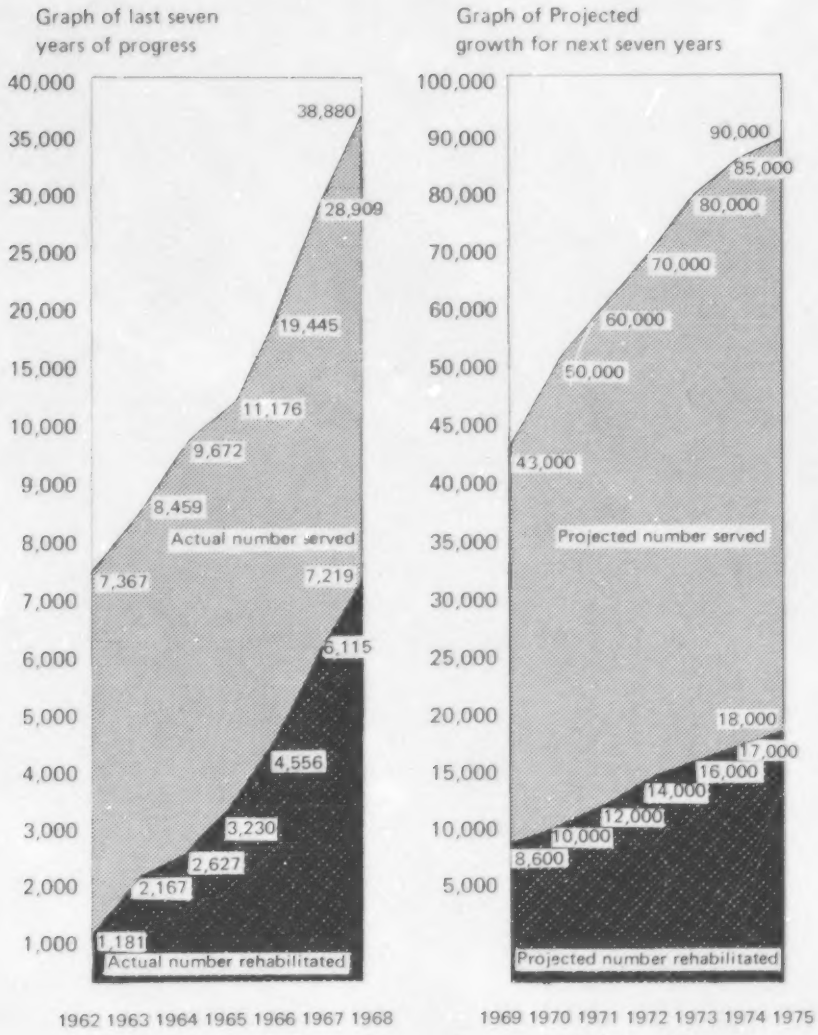
The summary of program data[17] at the federal level produces little or no meaningful information with respect to service provided to persons through vocational education. Services for individuals are in broad terms, such as, Diagnostic, Physical, Restoration, Training, Maintenance and Other Services.

[16] *Annual Report*, Wisconsin Division of Vocational Rehabilitation, 1968.

[17] *State Vocational Rehabilitation Agency Program Data*, U.S. Department of Health and Social Service, Rehabilitation Services Administration, 1969.

GRAPH 4.16

PROJECTED GROWTH 1969-1975
OF VOCATIONAL REHABILITATION SERVICES



(Source: *Annual Report*, 1968, Wisconsin Division of Vocational Rehabilitation)

Again, there is insufficient information in terms of making decisions for meeting the future vocational educational and training needs of handicapped persons.

With this apparent limited data, one cannot help but wonder just what inputs are used in making rational decisions concerning funding, program development and future planning.

Private Post-Secondary Schools

There are currently a number of private proprietary and non-profit schools in Wicsonsin which offer a variety of post-high school vocational training. The exact number of these schools is difficult to ascertain because not all are approved by the Educational Approval Board. The most recent figures indicate that there are now 101 approved private trade, business, correspondence and technical schools of all types enrolling students in this state.[18]

The number of these private schools appears to have increased in recent years, however, a lack of comparable data in many cases makes a precise assessment very difficult.[19]

In attempting to determine the impact of the private vocational schools on the state-wide vocational education picture, a number of substantial problems must be considered. They are:

(1) The lack of precise data on the number of private vocational schools currently operating in the state.

Presently, the total number of such schools in Wisconsin is not accurately known. The reason for this situation is that the Educational Approval Board lacks the authority to require that all private vocational schools be approved before they commence operations.

Essentially, the Board's authority stems from two sources, Federal law and State law. Based upon Public Law 89-358, as amended, the Board approves schools for the training of other eligibles, such as war orphans, under the provisions of Title 38, U.S. Code. The applicable state law, Section 115.40, Wisconsin Statutes, gives the Board authority to approve schools which employ representatives to contact prospective students away from the school premises. As a consequence, a school which does not train veterans or others eligible for Federal financial support and which does not employ representatives need not seek Board approval in order to operate in Wisconsin.

A recent survey of all the private schools listed in the Yellow Pages of all the telephone directories for the State

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[18] *Institutional Training Facilities in Wisconsin*, Educational Approval Board, (September, 1968). See also Supplement dated May 15, 1970.

[19] *Ibid.*, See also *Wisconsin School Counselor Handbook, Wisconsin Educational and Training Facilities Directory*, (1965). A comparison of the number of private vocational schools offering instruction in business, cosmetology, trades, technical courses, music, mortuary science and misc. subjects listed as approved by the Educational Approval Board in 1965 and those offering similar instruction in 1969 indicates an increase in the number of such schools from 44 in 1965 to 54 in 1969.

revealed that there were more schools listed than were listed as approved by the Educational Approval Board. The exact number of such schools could not be determined because of the various types of descriptions involved.

(2) There is a lack of precise definition concerning what is meant by the terms "school" and "vocational training" as they concern private schools offering vocational training to post-high school students.

The "modeling and finishing schools" are good examples. It is difficult to ascertain how many, if any, of the persons completing the course of instruction in these schools actually obtain employment as models as a result of this training. Neither is it kn wn how many students are attending such schools for personal reasons unrelated to any vocational objective.

(3) It is not known how many students are enrolled in these schools and how many are completing their training and entering the labor market each year.

An idea of the dimensions of this problem can be gained from a sample of recent data gathered from 24 approved schools from a survey conducted by the Educational Approval Board and the State Vocational Board. The results showed that the 24 schools enrolled 6000 students in 1969. In the same year over 2000 students enrolled in the private schools completed their training and presumably entered the labor market. While this sample was limited, it is understandable that the private schools do enroll and train a substantial number of students each year. Knowing exactly how many students are involved is an important item for proper planning and the setting of priorities for state vocational training programs.

Enrollment Projection

The Wisconsin CCHE conducted an investigation during the Spring of 1968 to determine the post-secondary educational preferences of high school seniors. The study attempted to identify: (1) preference for collegiate or vocational-technical institutions; (2) characteristics of each group, (3) factors which affected the choice of college; and (4) why changes in plans were made.

The findings of this investigation should prove helpful in statewide planning for the education of Wisconsin youth and consequently, for the planning of the types of educational institutions and facilities required to meet the needs of those youth.

The conclusions and Tables relative to Vocational, Technical and Adult Education are presented in this section of the report in order to identify the need for Vocational Education and to describe the characteristics of those youth who plan on utilizing the vocational education opportunities in Wisconsin.

The sample that was studied consisted of 9,524 Spring, 1968 high school seniors of whom 4,829 were men and 4,695 were women. This represented a one-sixth stratified sample.

Table 4.25 reveals that there were 64.5 percent of the seniors who expected to attend a post-secondary institution in the fall of 1968; at least 69.9 percent of the seniors expected to eventually attend a post-secondary institution. There were 12.1 percent of the seniors who expected to attend a vocational school in the fall of 1968. It should be noted however, that 20.5 percent of the seniors studied indicated that they eventually planned to attend a vocational school. A closer examination reveals that 13.2 percent of the men studied and 11.1 percent of the women studied were planning to enroll in a vocational school in the fall of 1968. The difference between the 12.1 percent who indicated they would attend a vocational school in the fall of 1968 and the 20.5 percent who indicated they eventually planned to enter a vocational school is not unique to these students, since this type of enrollment postponement is supported by other studies which represent a wide range of high school graduation dates among the new students entering vocational schools.

TABLE 4.25
RELATIONSHIP BETWEEN SAMPLE OF 1968 WISCONSIN HIGH SCHOOL SENIORS AND ESTIMATES OF CCHE PAPER NO. 57, 1968, ON PROPORTIONS OF HIGH SCHOOL GRADUATES ATTENDING COLLEGE
(Proportions for Seniors are for all of 1968)

Type of Institution	*CCHe No. 57 Percent*	*1968 Senior Survey Percent*
University of Wis. and State Universities	30.5	35.5
Vocational-Technical-Adult	21.0	12.1
County Teachers Colleges	0.9	0.4
Wisconsin Private	5.5	5.4
Proprietary Schools	3.0	3.8
Out-of-state Institutions	5.0	7.1
Unknown College	---	0.2
TOTAL	65.9	64.5

*Nearly 70.0 percent (69.9%) of the seniors indicated that they eventually expect to attend a post-secondary institution; an additional 4.1 percent indicated that they had no idea of whether eventually they would continue their education.

Table 4.26 reveals that there were 9.8 percent of the men who indicated they expected to be in military service and 19.9 percent who expected to be working full or part-time in the fall of 1968. Of the women, 2.2 percent expected to be married, and 30.3 percent to be working full or part-time.

The largest proportions of part-time students were expected to be enrolled at a vocational school or one out of every four students studied.

It was also found that students did not necessarily expect to enroll in the educational system which could meet their educational goal. (Table 4.2)

Over 13 percent of the students foresaw an initial enrollment at a vocational school, but hoped to earn a bachelor's or higher degree. There were 2.0 percent of those seniors expecting to enroll initially at a State University of Wisconsin campus and 2.6 percent of those

TABLE 4.26
PLANS FIRST YEAR AFTER HIGH SCHOOL
OF TOTAL SAMPLE

Plans	Men		Women		Total	
	No.	Percent	No.	Percent	No.	Percent
Attend School Full Time	2,801	58.0	2,665	56.8	5,466	57.4
Attend School Part Time	426	8.8	385	8.2	811	8.5
Work Full Time	851	17.6	1,333	28.4	2,184	22.9
Work Part Time	110	2.3	88	1.9	198	2.1
Enter Military Service	471	9.8	39	0.8	510	5.4
Be Married	34	0.7	105	2.2	139	1.5
Do Nothing	12	0.2	10	0.2	22	0.2
Other	44	0.9	25	0.5	69	0.7
No Plan	80	1.7	45	1.0	125	1.3
TOTAL	4,829	100.0	4,695	100.0	9,524	100.0

The largest proportions of part-time students were expected to be enrolled at a vocational school or one out of every four students studied.

It was also found that students did not necessarily expect to enroll in the educational system which could meet their educational goal (Table 4.27).

expecting to enroll initially at a State University campus who hoped to receive a certificate from a technical or trade school.

Some students, during their high school career, changed their minds about the post-secondary school they expected to attend or even decided late in their high school work to attend a post-secondary school (Table 4.28 and 4.29). There were 7.0 percent of the men and 6.4 percent of the women, who intended to attend a campus of the University of Wisconsin, but were completing a secondary school vocational, technical or job-oriented sequence. There were 7.0 percent of the men and 6.3 percent of the women who hoped to attend a state university campus and 5.9 percent of the men and 7.4 percent of the women who indicated planned attendance at a Wisconsin private university or liberal arts college who were also completing a secondary school vocational technical or job-oriented sequence.

The actual, estimated, and projected new student enrollments are presented in Table 4.30, together with the percentage change for each program based upon the actual 1968 enrollments. Since there is less confidence in the apprenticeship and unclassified category of enrollments, the table includes the composite four-program enrollments and the composite omitting the apprenticeship and unclassified category. Table 4.31 has the actual, estimated, and projected total enrollments by program and for the composite of the programs.

One notes that the anticipated increase in enrollments is much greater percentage-wise than is the increase in the pool from which the individuals come. Table 4.32 compares the anticipated increase in new student enrollments with the weighted age groups on which those anticipated enrollments are based. There is considerable variation between the percentage increase in anticipated new students by program.

It is pointed out that, despite an anticipated increase in the proportion of the age pool going to vocational-technical-adult schools,

TABLE 4.27
HIGHEST EDUCATIONAL ASPIRATION DIVIDED BY COLLEGE EXPECTED TO ATTEND FALL, 1968-69

Institution	Highest Educational Aspiration: Men				Women				Total			
	Tech. or Trade	*Less than Bach. Deg.*	*Bach. Deg.*	*Grad. Study*	*Tech. or Trade*	*Less than Bach. Deg.*	*Bach. Deg.*	*Grad. Study*	*Tech. or Trade*	*Less than Bach. Deg.*	*Bach. Deg.*	*Grad Study*
	%	%	%	%	%	%	%	%	%	%	%	%
UNIVERSITY OF WISCONSIN												
Madison	1.6	7.4	8.7	18.7	0.4	2.8	7.2	16.2	0.9	4.8	7.9	17.9
Milwaukee	0.1	1.9	7.7	8.9	0.2	6.3	6.6	9.3	0.2	4.4	7.2	9.0
Centers	2.8	3.7	10.2	7.2	2.7	10.6	6.8	5.9	2.8	7.6	8.5	6.7
TOTAL	4.5	13.0	26.6	34.8	3.3	19.7	20.6	31.4	3.9	16.8	23.6	33.6
STATE UNIVERSITIES												
Eau Claire	0.5	10.2	7.1	4.2	0.6	6.3	8.6	5.9	0.5	8.0	7.9	4.8
LaCrosse	0.5	1.9	3	2.6	0.7	4.3	6.3	4.4	0.6	3.2	6.2	3.2
Oshkosh	1.4	6.5	8.1	6.0	0.3	4.9	10.4	10.8	0.8	5.6	9.2	7.6
Platteville	0.5	4.6	5.5	2.6	0.1	1.4	2.2	1.5	0.3	2.8	3.8	2.2
River Falls	0.3	5.5	4.2	1.9	0.3	2.1	2.3	2.0	0.3	3.6	3.3	1.9
Stevens Point	0.6	4.6	7.3	4.6	0.1	2.1	6.6	4.6	0.3	3.2	6.9	4.6
Stout	0.2	1.9	3.4	1.4	--	2.1	4.3	1.2	0.1	2.0	3.9	1.3
Superior	--	0.9	2.4	1.2	0.1	2.1	2.0	1.7	0.1	1.6	2.2	1.3
Whitewater	0.1	4.6	5.6	4.7	0.5	6.3	8.3	4.9	0.3	5.6	6.9	4.8
Branches	0.6	6.5	2.2	0.9	0.3	3.6	0.8	0.5	0.4	4.8	1.5	0.8
TOTAL	4.7	47.2	51.8	30.1	3.0	35.2	51.8	37.5	3.7	40.4	51.8	32.5
VOCATIONAL-TECH.-ADULT	77.6	22.2	5.7	2.0	53.1	13.4	3.1	1.2	63.9	17.2	4.4	1.7
PRIVATE UNIVERSITIES	0.2	--	1.1	6.0	0.1	2.1	1.9	3.2	0.1	1.2	1.5	5.1
PRIVATE LIBERAL ARTS	0.2	3.7	2.9	3.5	0.5	4.2	7.3	8.5	0.3	4.0	5.1	5.2
OTHER PRIVATE*	0.8	3.7	1.7	3.7	0.2	0.7	1.2	1.0	0.5	2.0	1.5	2.9
HOSP. SCH. NURS. & PROP.	6.1	3.7	1.3	0.2	31.3	13.4	4.2	2.0	20.2	9.2	2.7	0.8
OUT-OF-STATE	5.9	6.5	8.9	19.7	8.5	11.3	9.9	15.2	7.4	9.2	9.4	18.2
GRAND TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

*Layton School of Art, Milwaukee School of Engineering, Wisconsin College-Conservatory, Theological Seminaries, and Junior Colleges.

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TABLE 4.28
TYPE OF HIGH SCHOOL PREPARATION OF MEN ACCORDING TO COLLEGE EXPECTED TO ATTEND FALL, 1968-69

Institution	High School Preparation									
	General Program		*College Preparatory*		*Vocational Technical, or Job Oriented*		*Other or Not Indicated*		*Total*	
	No.	%	No.	%	No.	%	No.	%	No.	%
UNIVERSITY OF WISCONSIN										
Madison	41	13.0	230	73.0	31	9.9	13	4.1	315	100.0
Milwaukee	34	17.6	144	74.6	9	4.7	6	3.1	193	100.0
Centers	46	19.3	175	73.5	12	5.1	5	2.1	238	100.0
TOTAL	121	16.2	549	73.6	52	7.0	24	3.2	746	100.0
STATE UNIVERSITIES										
Eau Claire	43	27.5	100	64.1	9	5.8	4	2.6	156	100.0
LaCrosse	36	31.0	67	57.8	10	8.6	3	2.6	116	100.0
Oshkosh	48	25.3	123	64.7	12	6.3	7	3.7	190	100.0
Platteville	31	28.2	71	64.5	7	6.4	1	0.9	110	100.0
River Falls	34	38.2	43	48.3	9	10.1	3	3.4	89	100.0
Stevens Point	44	27.7	98	61.6	12	7.6	5	3.1	159	100.0
Stout	18	26.9	36	53.7	8	11.9	5	7.5	67	100.0
Superior	13	27.7	32	68.1	1	2.1	1	2.1	47	100.0
Whitewater	34	26.4	84	65.1	8	6.2	3	2.3	129	100.0
Branches	20	36.4	29	52.7	2	3.6	4	7.3	55	100.0
TOTAL	321	28.7	683	61.1	78	7.0	36	3.2	1,118	100.0
VOCATIONAL-TECHNICAL-ADULT	317	49.8	124	19.5	169	26.6	26	4.1	636	100.0
PRIVATE UNIVERSITIES	2	2.8	63	87.5	2	2.8	5	6.9	72	100.0
PRIVATE LIBERAL ARTS	16	19.8	57	70.4	7	8.6	1	1.2	81	100.0
OTHER PRIVATE*	13	19.4	42	62.7	8	11.9	4	6.0	67	100.0
HOSP. SCH. NURS. & PROPRIETARY	34	50.7	17	25.4	13	19.4	3	4.5	67	100.0
OUT-OF-STATE	61	16.7	260	71.2	31	8.5	13	3.6	365	100.0
COLLEGE NOT INDICATED†	13	56.5	7	30.4	1	4.4	2	8.7	23	100.0
GRAND TOTAL	898	28.3	1,802	56.7	361	11.4	114	3.6	3,175	100.0

*Layton School of Art, Milwaukee School of Engineering, Wisconsin College-Conservatory, Theological Seminaries, and Junior Colleges.

†Includes County Teachers Colleges.

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TABLE 4.29
TYPE OF HIGH SCHOOL PREPARATION OF WOMEN ACCORDING TO COLLEGE EXPECTED TO ATTEND FALL, 1968-69

Institution	High School Preparation									
	General Program		College Preparatory		Vocational Technical, or Job Oriented		Other or Not Indicated		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
UNIVERSITY OF WISCONSIN										
Madison	13	7.1	153	84.1	8	4.4	8	4.4	182	100.0
Milwaukee	19	12.7	118	78.6	10	6.7	3	2.0	150	100.0
Centers	34	20.3	112	67.1	14	8.4	7	4.2	167	100.0
TOTAL	66	13.2	383	76.8	32	6.4	18	3.6	499	100.0
STATE UNIVERSITIES										
Eau Claire	32	18.3	130	74.3	9	5.1	4	2.3	175	100.0
LaCrosse	29	23.2	84	67.2	9	7.2	3	2.4	125	100.0
Oshkosh	40	19.0	149	70.6	12	5.7	10	4.7	211	100.0
Platteville	11	26.8	25	61.0	2	4.9	3	7.3	41	100.0
River Falls	14	29.8	29	61.7	4	8.5	--	--	47	100.0
Stevens Point	18	14.5	93	75.0	9	7.3	4	3.2	124	100.0
Stout	23	32.4	39	54.9	5	7.1	4	5.6	71	100.0
Superior	10	24.4	25	61.0	3	7.3	3	7.3	41	100.0
Whitewater	37	23.4	108	68.4	9	5.7	4	2.5	158	100.0
Branches	8	34.8	13	56.5	2	8.7	--	-----	23	100.0
TOTAL	222	21.9	695	68.4	64	6.3	35	3.4	1,016	100.0
VOCATIONAL-TECHNICAL-ADULT	229	44.0	110	21.2	157	30.2	24	4.6	520	100.0
PRIVATE UNIVERSITIES	6	12.8	40	85.1	1	2.1	--	-----	47	100.0
PRIVATE LIBERAL ARTS	15	9.6	126	80.2	14	8.9	2	1.3	157	100.0
OTHER PRIVATE*	5	19.2	17	65.4	2	7.7	2	7.7	26	100.0
HOSP. SCH. NURS. & PROPRIETARY	179	49.3	102	28.1	61	16.8	21	5.8	363	100.0
OUT-OF-STATE	75	23.8	192	60.9	38	12.1	10	3.2	315	100.0
COLLEGE NOT INDICATED†	8	27.6	17	58.6	4	13.8	--	-----	29	100.0
GRAND TOTAL	805	27.1	1,682	56.6	373	12.5	112	3.8	2,972	100.0

*Layton School of Art, Milwaukee School of Engineering, Wisconsin College-Conservatory, Theological Seminaries, and Junior Colleges.

†Includes County Teachers Colleges.

TABLE 4.30
NEW STUDENT FALL ENROLLMENTS: ACTUAL 1967 and 1968
ESTIMATED 1969 – 1971 AND PROJECTED 1972-1984
ALL VOCATIONAL-TECHNICAL-ADULT SCHOOLS
AND PERCENTAGE INCREASE BASED UPON FALL 1968 ENROLLMENTS

Year	*All Programs*		*College Transfer*		*Associate Degree*		*Vocational Diploma*		*Apprentice and Unclass.*		*All Programs Excluding Apprentice and Unclass.*	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
						Actual Enrollments						
1967	10,878	-13.8	1,462	-5.6	4,437	-5.3	4,628	-15.7	351	-61.0	10,527	-10.2
1968	12,622	---	1,549	---	4,685	---	5,489	---	899	---	11,723	---
						Estimated Enrollments						
1969	13,465	6.7	1,626	5.0	5,026	7.3	6,082	10.8	731	-18.7	12,734	8.6
1970	14,465	14.6	1,711	10.5	5,284	12.8	6,599	20.2	871	-3.1	13,594	16.0
1971	15,242	20.8	1,770	14.3	5,453	16.4	7,011	27.7	1,008	12.1	14,234	21.4
						Projected Enrollments						
1972	15,946	26.3	1,823	17.7	5,562	18.7	7,425	35.3	1,136	26.4	14,810	26.3
1973	16,527	30.9	1,873	20.9	5,713	21.9	7,727	40.8	1,214	35.0	15,313	30.6
1974	17,136	35.8	1,924	24.2	5,870	25.3	8,047	46.6	1,295	44.0	15,841	35.1
1975	17,784	40.9	1,981	27.9	6,043	29.0	8,379	52.7	1,381	53.6	16,403	39.9
1976	18,360	45.5	2,028	30.9	6,185	32.0	8,683	58.2	1,464	62.8	16,896	44.1
1977	18,992	50.5	2,069	33.6	6,347	35.5	9,014	64.2	1,562	73.7	17,430	48.7
1978	19,502	54.5	2,104	35.8	6,450	37.7	9,303	69.5	1,645	83.0	17,857	52.3
1979	19,715	56.2	2,111	36.3	6,450	37.7	9,442	72.0	1,712	90.4	18,003	53.6
1980	19,566	55.0	2,078	34.2	6,329	35.1	9,412	71.5	1,747	94.3	17,819	52.0
1981	19,274	52.7	2,028	30.9	6,168	31.7	9,318	69.8	1,760	95.8	17,514	49.4
1982	18,863	49.4	1,967	27.0	5,979	27.6	9,155	66.8	1,762	96.0	17,101	45.9
1983	18,271	44.8	1,889	21.9	5,730	22.3	8,910	62.3	1,742	93.8	16,529	41.0
1984	17,700	40.2	1,813	17.0	5,499	17.4	8,669	57.9	1,719	91.2	15,981	36.3

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TABLE 4.31
TOTAL STUDENT FALL ENROLLMENTS: ACTUAL 1967 and 1968
ESTIMATED 1969 – 1971 AND PROJECTED 1972-1984
ALL VOCATIONAL-TECHNICAL-ADULT SCHOOLS
AND PERCENTAGE INCREASE BASED UPON FALL 1968 ENROLLMENTS

Year	*All Programs*		*College Transfer*		*Associate Degree*		*Vocational Diploma*		*Apprentice and Unclass.*		*All Programs Excluding Apprentice and Unclass.*	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
						Actual Enrollments						
1967	27,960	-11.1	4,183	-9.8	10,555	-7.1	9,120	-11.9	4,102	-19.3	23,858	-9.5
1968	31,437	--	4,640	--	11,361	--	10,356	--	5,080	--	26,357	--
						Estimated Enrollments						
1969	35,297	12.3	4,901	5.6	12,075	6.3	11,854	14.5	6,467	27.3	28,830	9.4
1970	37,755	20.1	5,149	11.0	12,846	13.1	12,995	25.5	6,765	33.2	30,990	17.6
1971	40,261	28.1	5,387	16.1	13,403	18.0	13,951	34.7	7,520	48.0	32,741	24.2
						Projected Enrollments						
1972	41,936	33.4	5,569	20.0	13,597	19.7	14,717	42.1	8,053	58.5	33,883	38.6
1973	44,108	40.3	5,727	23.4	14,082	24.0	15,535	50.0	8,764	72.5	35,344	34.1
1974	45,722	45.4	5,884	26.8	14,466	27.3	16,173	56.2	9,199	81.1	36,523	38.6
1975	47,423	50.9	6,049	30.4	14,875	30.9	16,842	62.6	9,657	90.1	37,766	43.3
1976	49,120	56.2	6,216	34.0	15,277	34.5	17,495	68.9	10,132	99.4	38,988	47.9
1977	50,748	61.4	6,357	37.0	15,653	37.8	18,145	75.2	10,593	108.5	40,155	52.4
1978	52,351	66.5	6,478	39.6	16,000	40.8	18,782	81.4	11,091	118.3	41,260	56.5
1979	53,446	70.0	6,559	41.4	16,155	42.2	19,225	85.6	11,507	126.5	41,939	59.1
1980	53,666	70.7	6,541	41.0	16,034	41.1	19,342	86.8	11,749	131.3	41,917	59.0
1981	53,116	69.0	6,421	38.4	15,691	38.1	19,216	85.6	11,788	132.0	41,328	56.8
1982	52,200	66.0	6,255	34.8	15,259	34.3	18,954	83.0	11,732	130.9	40,468	53.5
1983	50,897	61.9	6,048	30.3	14,726	29.6	18,538	79.0	11,585	128.1	39,312	49.2
1984	49,302	56.8	5,807	25.2	14,120	24.3	18,039	74.2	11,336	123.1	37,966	44.0

the enrollments can be expected to decline beginning in 1980. One notes also that in 1984 the expected weighted age pool is smaller than it was in 1968 but that, due to expected increases in the proportions of the age group attending the vocational-technical-adult schools, the number of new students can be expected to be about 55 percent higher than in 1968.[20]

In summary, it should be noted that the Wisconsin Coordinating Council for Higher Education Post-Secondary Educational Preferences of High School Seniors Research Report provides an excellent resource for assessing the demand for vocational and technical services in the near term and through the early part of the next decade. This baseline data should provide the needed benchmarks for developing trend information and administrative projections for gearing programs to the needs of youth and adults of Wisconsin. Periodically, additional studies should up-date the basic material, thus providing more accurate planning data for program developers.

Types of Programs and Services Proposed

Comprehensive Programs and Services

Since the educational needs, interests and abilities of the people to be served are varied and change through a person's lifetime, the system is called upon to provide a wide range of vocational, technical and adult education programs and services to youths and adults enrolled on a full as well as on a part-time or evening basis, in residence as well as through extended (outreach) services.

The system offers a horizontal dimension to educational opportunities through broad-based vocational-technical education programs that will contribute to effective performance in a wide variety of skills and jobs in related occupational families in the fields of agriculture, business, distributive and marketing, health, home economics, trade and industry, and in other fields. The system also offers a vertical dimension to educational opportunities through occupational preparation, job-related and special education programs such as those leading to the associate degree and the one and two-year vocational diploma, plus apprenticeship, extension, collegiate parallel, basic, elementary, secondary and post-secondary level programs.

The system offers a flexible and comprehensive dimension through general vocational and adult education programs, many of which are conducted part-time and full-time through short courses, institutes and seminars and through other special community-educational service activities.

The vocational, technical and adult education system continuously analyzes manpower demand, supply and projections and develops new programs designed to meet changing needs and to provide training in skills found to be in critically short supply.

These educational opportunities are provided by or made accessible through each of the eighteen vocational, technical and adult education, vocational evening shcools, and adult education centers.

[20]CCHE Enrollment Projection Report.

TABLE 4.32
COMPARISON, OVER FALL 1968, OF PERCENTAGE INCREASES IN WEIGHTED AGE GROUPS* AND OF ESTIMATED AND PROJECTED NEW STUDENT ENROLLMENTS†

	Total Enrollment		College Transfer		Associate Degree		Vocational Diploma	
Fall	Weighted Age Group	New Students	Weighted Age Group	New Students	Weighted Age Group	New Students	Weighted Age Group	New Students
1968	--	--	--	--	--	--	--	--
1969	2.8	6.7	2.6	5.0	2.9	7.3	2.8	10.8
1970	5.1	14.6	5.1	10.5	5.3	12.8	5.0	20.2
1971	6.5	20.8	6.5	14.3	6.5	16.4	6.4	27.7
1972	8.3	26.3	8.3	17.7	8.4	18.7	8.3	35.3
1973	10.0	30.9	10.0	20.9	10.1	21.9	9.9	40.8
1974	11.8	35.8	11.8	24.2	11.9	25.3	11.8	46.6
1975	13.8	40.9	13.8	27.9	13.9	29.0	13.7	52.7
1976	15.2	45.5	15.3	30.9	15.3	32.0	15.1	58.2
1977	16.9	50.5	17.0	33.6	17.0	35.5	16.9	64.2
1978	18.2	54.5	18.3	35.8	18.3	37.7	18.0	69.5
1979	17.5	56.2	18.1	36.3	17.7	37.7	17.2	72.0
1980	14.9	55.0	15.6	34.2	14.8	35.1	14.4	71.5
1981	11.4	52.7	12.2	30.9	11.3	31.7	11.0	69.8
1982	7.4	49.4	8.3	27.0	7.3	27.6	6.8	66.8
1983	2.5	44.8	3.4	21.9	2.3	22.3	1.9	62.3
1984	-2.2	40.2	-1.3	17.0	-2.3	17.4	-2.7	57.9

Statewide Services

In keeping with the philosophy of providing services for Wisconsin citizens in all areas of the state, program priorities are determined by their ability to meet statewide needs. Geographic location of program priorities is determined on a regional basis so as to maximize resources, prevent unwarranted duplication of services and make certain that voids in the operations are filled.

General Education

General education is an important part of the Wisconsin Vocational, Technical and Adult Education System and is offered in various forms, types and levels to meet various educational experiences and interests of youth and adults. It may be an integral part of the full-time vocational or technical education curricula; related instruction in the apprenticeship and other extension programs; adult basic and adult high school programs, or continuing education for self-enrichment or improvement of civic competencies. The system is committed to providing general education as required by the people for effective functioning in a changing technological society.

Collegiate Parallel Program

There are certain geographical areas where the Wisconsin Vocational, Technical and Adult Education System may provide liberal arts or collegiate parallel associate degree programs. These include cities of over 150,000 population which include Milwaukee and Madison and District 6 in the Northern part of the state where a "dual track" collegiate parallel and vocational, technical program will be developed at the Rhinelander School.

The college parallel programs provide courses comparable and corresponding to the first two years of work offered by four-year colleges and universities, thereby enabling the student to continue his education as a junior in a four-year institution.

Service to Persons with Special Needs

Service to persons with special needs is stressed, ranging from providing adult basic education for persons who need further educational experiences in reading, writing, speech and arithmetic to pre-diploma and pre-technical instruction designed to prepare individuals for the most advanced instruction they may need to attain their life occupational and educational goals. Programs for unemployed and underemployed persons are provided through the Manpower Development and Training Act (MDTA).

Outreach to persons needing specialized education and/or training is accomplished in several ways, through tailor-made evening classes operated by the districts in local communities and through local recruitment of students into center schools operated by districts.

Special counseling services and techniques are employed to better serve the disadvantaged, and financial assistance is provided to many of those in need. Programs are developed in cooperation with

other agencies, especially the Department of Health and Social Services, the Employment Service, and the Office of Economic Opportunity.

People possess interests, abilities, and needs. These tend to change and to vary with the social, economic, cultural changes that occur in a society. An educational system that would be attuned to the shifting needs of people must periodically assess its objectives, program offerings, and administrative structure. The 1969-70 Wisconsin State Board of VTAE Mission Statement contains the near term and the long range goals and it identifies persons within the population groups whose needs the system proposes to meet.[12]

PROGRAM OBJECTIVES

The State Board of Vocational, Technical and Adult Education has identified major program objectives for 1971, 1973 and 1980. These objectives were extracted from the Mission Statement submitted to the CCHE in 1969-70.

Program Objectives: 1971

1. To develop a system to project long-range program needs and begin necessary development.
2. To initiate a state system of program priorities and to adjust reimbursement policies in concert with priorities.
3. To initiate vocational, technical, adult and special programs for white and non-white persons with special needs as identified in the population groups for the mission.
4. To initiate a statewide program in adult basic education.
5. To conduct a pilot study of the use of computers to improve instruction.
6. To initiate new associate degree and diploma programs for the expanding service industry needs such as employment, health, public services. To initiate new associate degree and diploma programs for the expanding transportation industry needs such as aviation and trucking.
7. To expand law enforcement and or police science technology programs into approximately six districts.
8. To study areas of program need such as in motor vehicle administration, traffic engineering, police traffic services, traffic safety education and commercial highway transportation, teacher aids, educational media techniques, library assistants, and electromechanical technicians.
9. To investigate the need for Co-op training and education.
10. To analyze and revise cultural and recreational programs as necessary.
11. To investigate the need for and to implement exemplary programs.

Program Objectives: 1973

1. To provide at least one program or course per year for each population group in all districts.

[12]Wisconsin State Board of VTAE *Mission Statement*, 1969-70, pp. 9-11.

2. Provide part and full-time vocational, technical and adult education programs with sufficient openings and quality to increase the "draw" of the annual high school graduating classes throughout the state.
3. To expand programs for disadvantaged youth and adults as needed.
4. To study and reduce dropout rates from part and full-time programs.

Program Objectives: 1980

1. To develop and expand new vocational, technical and adult educational programs and services for new clientele and population groups in accordance with enrollment projections and demands.
2. To keep abreast with employers' needs in changing job requirements in a changing technological world of work so as to provide for an individual's employability when he leaves school, and throughout his work life as needed.
3. To enlarge the number of course and program options and alternatives for individual students as determined through studies of needs.
4. To refine cooperative efforts with all agencies involved in education to a point where a total integrated educational program is provided throughout the state.
5. To conduct necessary research and pilot studies for the improvement of instruction to include media, methodology and content.
6. To study and revise program allocation and approval procedures as necessary and to continue to designate and approve programs in accordance with the approved procedures.

PROPOSED POPULATION GROUPS TO BE SERVED

The system is dedicated to meeting the needs of the large proportion of the non-institutional population beyond the age of sixteen, regardless of color, race, creed or national origin, who can benefit from the educational services.

It recognizes that most do not aspire to seek and achieve the baccalaureate or higher degrees in the pursuit of careers and it is committed to the development and conservation of our human resources for occupational purposes below the baccalaureate level.

In addition, in Districts 4, 9, and 16, persons desiring programs applicable as the first two years of a baccalaureate degree may enroll in collegiate parallel programs authorized by the Wisconsin Board and the CCHE.

The applicable population groups found in various economic and employment situations, have attained various educational levels and come from various social and cultural heritages and backgrounds.

Economic or job status population groups which may be identified include:

1. Persons who have completed or left high school and are available for study in preparation for entering the labor force.

2. Employed workers who need training or retraining to achieve stability or advancement in employment in business, industry or agriculture. Some of these are people who wish to change jobs.
3. Employed persons qualified to acquire needed skills. This includes cases where industry moves into an area and needs certain skills.
4. Underemployed persons who need new skills because of evolving technology.
5. Unemployed persons who need specialized training.
6. Persons who have academic, economic or special needs, or other handicaps which prevent them from entering or successfully completing regular vocational and technical education programs.
7. Persons considered to be in poverty or within the poverty income levels.
8. Persons on private and public assistance programs.
9. Persons planning to retire or who have retired (senior citizens).
10. Established homemakers desiring educational opportunities.
11. Women preparing for responsibilities of homemaking.
12. Self-employed managers, proprietors and professionals who desire vocational and avocational education.
13. Farmers and agricultural-related workers.
14. Migrant workers.
15. Persons who desire self-enrichment or avocational education for cultural improvement of a non-recreational nature.

Many of the above population groups include disadvantaged persons.

Educational levels involved which have implications for program planning include:

1. Persons who have not completed elementary-level education.
2. Persons who have not completed secondary-level education.
3. Persons who have completed secondary-level education.
4. Persons who have completed no post-secondary education or training.
5. Persons who have completed various types of one, two or three-year post-secondary programs.
6. Persons who have completed four-year degrees and desire or can profit from Vocational, Technical and Adult Education.

White and non-white socio-cultural groups to be identified include:

1. American Indians in rural and urban areas.
2. Mexican-Americans in rural and urban areas.
3. Black Americans in rural and urban areas.
4. Immigrants from various parts of the world, including Europe, Asia, Africa, North and South America, and others.
5. Ethnic group members from other states.
6. Persons in ghetto areas with various white and non-white backgrounds.
7. Persons who are emotionally disturbed and who are not institutionalized.

The Wisconsin Board is committed to compliance with Title VI of the Civil Rights Act of 1964 and to identifying and analyzing the socio-economic and educational characteristics of the population in order to develop vocational, technical and adult education programs and services to meet needs.[22]

Conclusions

The size and complexity of the Wisconsin Vocational School system must first be understood to be appreciated by one who would objectively assess the effectiveness and the progress being made within the program. For example, it is calculated that slightly more than one-third of the adults in Wisconsin have taken a course or program in one of the state's schools at some point in their lives. During 1969 this meant that more than 202,000 persons were enrolled in vocational courses. The number of programs offered at various locations throughout the state totaled 666.

Data in the chapter indicates many additional dimenions of the vocational offerings and the classification of persons served. The organizational structure that encompasses the secondary and post-secondary aspects of vocational and technical education suggests a two dimensional grid through which enrollment data may be viewed. Summary data is also projected to cover degree, diploma, and college parallel programs as well as non-degree and non-diploma programs. Thus, one may view handicapped, disadvantaged, regular students and others as graduates, transferees or completees of any one of a wide spectrum of occupational educational opportunities available to all persons of the state. Tables within the chapter provide data in sufficient detail to make objective appraisal of the impact of the vocational program on various groups served. The categorization of persons appearing in this chapter parallels provisions in the Vocational Education Amendments of 1968 (PL 90-576) and in the Federal Regulation.

This chapter contains much important baseline data that should prove valuable to the Advisory Council in its important role as program evaluators. The data provides foundation information selected specifically for the initial report of the Council in carrying out its assigned responsibility of program assessment. With the exception of the closing chapter of the report which deals with Recommendations of the Advisory Council, probably no other part of the report is of greater value to the future of the Wisconsin vocational education program than is that contained in the foregoing chapter. The delivery system that brings relevant occupational training and related educational opportunity to Wisconsin citizens is described in the chapter that follows.

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[22] *Ibid.*

Chapter V

LABOR MARKET DATA AND MANPOWER NEEDS

The securing of valid labor market data upon which to base manpower needs and program justification has proved to be a vexing problem to all vocational and technical educators. Excellence of labor market data is the very foundation of sound program planning. It is the purpose of this chapter to examine the Wisconsin situation as it relates to data gathering for use in program planning and development. To identify unmet needs, both of people throughout the state and of the industries state-wide will require new vision and comprehensive funding. This portion of the report will attempt to indicate the present favorable position of Wisconsin in determining needs and assessing changes and improvements needed to more adequately expand and improve programs during the period of the 1970's.

Projected Program Activity

The Projected Program Activities Report for fiscal year 1969 provides an insight into labor market data available to the state staff including sources of information bearing on characteristics, trends, shortages, and the like. The report indicates that:

> Results of a new 'unfilled openings, occupational outlook handbook' approach developed during the past year under Project VISION are revealing.
>
> The unfilled openings, occupational outlook handbook approach, plus a manpower skill approach to locating need for occupational training are products of Project VISION, a joint Wisconsin State Employment Service - Wisconsin Board of Vocational, Technical and Adult Education project done by the [Wisconsin State Employment Service] WSES under contract with the Bureau of Employment Security, U.S. Department of Labor, VISION is derived from *V*ocational *I*nformation *S*ystem *I*nvolving *O*ccupational *N*eeds and has as its overall aim the development of a model system of local occupational employment information involving current and prospective manpower resources and requirements.
>
> The data were developed through the Wisconsin Employment Service Offices by [Dictionary of Occupational Title] DOT classifications in selected districts for vocational, technical and adult education and cover Agricultural Occupations, Distributive Education, Home Economics, Office Occupations and Trade and Industrial Occupation.
>
> A goal of the Wisconsin Vocational, Technical and Adult Education system for fiscal 1969 will be the utilization of the information provided through Project VISION, in program planning and implementation.[2]

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[1]Projected Program Activities Report, Wisconsin Board of Vocational Technical Education, 1969, p. 1.

[2]*Ibid*, p. 2.

The long-range plan of the Wisconsin State Board of Vocational, Technical and Adult Education relies primarily upon the State Employment Service for needed labor market data. Utilized, also, are hard-to-fill vacancies data provided by the employment service.

The complexities of gathering, interpreting, assessing, projecting and translating into program activity labor market data is a challenge to state and local administrative and supervisory personnel. It appears that the "VISION" approach with its joint working relationships holds much promise for solving some, if not many, of the problems associated with gearing of future and existing programs to known needs. The Advisory Council will watch with interest the role VISION or its successor plays in assisting state and local administration in program development that is relevant in the light of known labor market data. The state staff of the Wisconsin Board for Vocational, Technical and Adult Education is to be commended for its efforts to make maximum use of the information and the physical resources available to them regarding conditions in the labor market and for translating the data into meaningful occupational preparatory and upgrading training activity.

Employment Service Relationships

It is apparent that vocational educators at all levels, local, state, and national, need much more precise and specific data to enable them to allocate funds to programs that afford the greatest likelihood of being socially, economically, and administratively sound. Students, similarly, need accurate labor market information to make wise, realistic career choices that meet their needs. Great and important as these needs are, there is not available to state administrators enough financial assistance and staff resources to move boldly in the labor market data-gathering and interpreting areas.

The absence of financial "clout" at this point in time places great responsibility upon the state staff to develop active working relationships with the employment service that result in securing maximum program related labor market data. Wisconsin has already developed these excellent working relationships. The availability of the state employment service publication *Occupational Opportunities Information* with its "Hard to Fill Occupations, Projected Employment Trends, Vocational-Technical School Classification, General Educational Development Levels and Specific Vocational Preparation Levels", indicate the degree to which labor market data in the state is being gathered and geared to vocational education needs in the Wisconsin setting.

Additionally, the Wisconsin employment service has provided numerous area skill surveys helpful as general indicators but which appear to some to be difficult for vocational educators to use effectively.

Enrollment figures by program are utilized along with population estimates to make projections of future program needs. The total state enrollment figures by program area have been compared with Department of Labor estimates and figures derived that show the proportionate share Wisconsin should train to meet expected

market demand. The manner in which data from available sources is utilized may be gained from the following table.

TABLE 5.1
COMPARISON OF POST-SECONDARY ENROLLMENTS BY OCCUPATIONAL PROGRAM WITH MANPOWER REQUIREMENTS AND HARD-TO-FILL VACANCIES

	1969 Enrollment	*Estimated Job Openings in Wisconsin*	*National Openings*	*% Unmet Needs*	*March, 1969 Hard-to-Fill Openings*
Tech., Trade & Industry	9,037	11,540	577,500	21%	3,221
Distribution	2,180	3,282	159,000	34%	940
Office	8,143	11,540	555,000	22%	1,206
Health	1,591	4,068	203,400	61%	342

[1]Wisconsin State Board of Vocational, Technical and Adult Education, 1969 Table 2-6-0.
[2]Department of Labor, Manpower required in Occupation Where Vocational Education prepares workers, July, 1969, pages 4-12.
[3]*Ibid*, Wisconsin State Board of Vocational, Technical, and Adult Education, Table 2-1A.

Table 5.1 indicates how employment service data may be dovetailed with enrollment data by the state staff to provide students and administrators with labor market information for decision making.

There appears to be a great need for accurate reports of present local and state job vacancies by occupation as well as estimates of forthcoming vacancies. In the skilled occupations where an indenture is involved, training opportunities are geared to vacancies that are agreed upon between union representatives and the employer and includes the existing journeyman-apprentice ratio. An examination of Table 5.2 indicates that some indentured occupations appear to be training an adequate number of persons to fill estimated openings. Some other indentured occupations seem to be in short supply.

The attempt in Table 5.2 has been to indicate that the state staff is confronted with the tremendously complex problems of developing relationships that result in optimum labor market data, analyzing and interpreting the data for school administrators and students, and approving program expansion and development which is based upon genuinely identifiable manpower needs.

The Role of Census Data and Program Change

Facts and figures from the 1970 census will impact heavily upon program change, it is expected. Program planners and developers will have access to many demographic details not hitherto available. What is more, these details will become available to alert state departments more promptly than was formerly the case. This will be possible through the availability of tapes which can be in the hands of educators "instantly" by comparison with the printed data which formerly required one or more years for their arrival from the Census Bureau.

TABLE 5.2
A COMPARISON OF ESTIMATED JOB OPENINGS AND UNMET NEEDS IN SELECTED OCCUPATIONAL AREAS

	National Openings	*Estimated Job Openings in Wisconsin*	*1969 Graduates*	*% Unmet Needs in Wisconsin*
Construction Trades				
Mason	6,100	122	58	59%
Carpenter	32,000	124	122	1%
Electrician	6,400	128	119	8%
Painter-Decorator	19,000	380	35	1,100%
Plasterer	2,000	40	3	1,300%
Plumber	16,000	260	165	38%
Steamfitter	16,000	65	40	38%
Iron Worker	4,500	90	13	84%
Sheet Metal	2,100	42	72	41% over
Glazier	400	8	11	28% over
Lather	1,300	26	0	
Industrial Trades				
Tool and Die	6,300	126	125	5%
Machinists	12,500	250	152	40%
Foundry Workers	900	18	17	6%
Welder	23,000	260	7	
Maintenance Mechanic	15,000	300	95	69%
Health Occupations				
Nurses, RN	61,000	1,220	973	22%
Nurse, Practical	39,000	780	643	18%
Med. Lab. Ass't.	8,400	168	19	89%
Radiologist Technician	6,300	126	0	100%
Dental Assistant	7,700	154	135	13%
Dental Hygienist	2,000	40	0	100%
Dental Lab. Technician	1,700	34	8	77%
Service Trades				
Barber	12,000	240	119	51%
Auto Mechanic	20,000	400	60	85%
Cosmetologist	43,000	86	53	39%
Auto Body	3,700	74	16	79%

Source: Department of Labor, "Manpower Required by Occupation Where Vocational Education Prepares Workers", July, 1969, pages 4-12.

The Wisconsin State Board for Vocational, Technical and Adult Education staff is to be commended for their diligence in getting in on the ground floor of this new census development. Certain Wisconsin cities and counties have experienced some rather dramatic population changes which may be observed in Table 5.3. Changes range from a percentage of –4.1 percent for Milwaukee to +38.9 percent for Green Bay.

Some dramatic population changes affecting Vocational, Technical and Adult Education have taken place in the Wisconsin counties. Table 5.4 indicates that Waukesha County had a growth rate of 44.8 percent in the period 1960-1970 and an 84.2 percent growth rate in the previous decade. The growth of 166.8 percent in the 20 year span 1950-1970 provides opportunity for wide speculation concerning occupational opportunities, training program changes, and the degree to which educational programs have kept pace with growth rates of this magnitude or those of smaller size.

Many additional tables will become available as the census data is tabulated. Educators will need to be aware of the wealth of

TABLE 5.3
POPULATION GROWTH DATA – SELECTED CITIES*

PRELIMINARY COUNTS FROM 1970 CENSUS:

	1970 Census	1960 Census	% Change '60-'70
Appleton	56,673	48,411	17.1
Beaver Dam	14,152	13,118	7.9
De Pere	13,145	10,045	30.9
Fond du Lac	35,317	32,719	7.9
Green Bay	87,239	62,888	38.7
Kaukauna	11,353	10,096	12.5
Kenosha	78,051	67,899	15.0
La Crosse	51,448	47,575	8.1
Madison	170,073	126,706	34.2
Manitowoc	33,170	32,275	2.8
Menasha	15,191	14,647	3.7
Milwaukee	709,486	741,324	-4.1
Monona	10,363	8,178	26.7
Neenah	22,878	18,057	26.7
Oshkosh	52,437	45,110	16.2
Racine	94,720	89,144	6.3
Sheboygan	47,957	45,747	4.8
Two Rivers	13,437	12,393	8.4
Watertown	15,742	13,943	12.9
Wauwatosa	58,668	56,923	3.1
West Allis	71,511	68,157	4.9

*Preliminary Figures

resource materials that will have relevance for program planning, evaluation and redirection. There is every indication that the Wisconsin State Board Staff will have inputs from census data very early in its development via tapes. This should mean that evaluation procedures will include these data. The "instant" census material should prove of great value in survey-making at the district and state levels.

District Surveys

State Board approval of new courses require local-need assessment. Where insufficient local demand is apparent, it may be assumed that either the program will not be proposed or that approval will not be forthcoming. Thus, State Board approval in the opening of new programs places considerable emphasis upon the skill of the district administrator and his staff in polling local employees to determine the job requirements, as they relate to numbers of persons to be trained, skill requirements, and similar information.

For the secondary level, the Wisconsin State Plan indicates that the Local Vocational Education Coordinator (LVEC) "coordinates the total program activity at the local agency and Cooperative Educational Service Agency (CESA) level. The LVEC conducts surveys and studies research data, helps develop and set up courses of instruction, and involves outside agencies in the planning process . . . ."[2] Further, the plan states that his specific duties and responsibilities are to coordinate the gathering, selecting, and analysis of data with respect to jobs available to the graduates of the school, set up and work with local advisory committees for the pur

[2]STATE PLAN, Administrative Provisions, Wisconsin Board for Vocational, Technical and Adult Education, p. 13.

TABLE 5.4
PERCENTAGE CHANGE IN COUNTY POPULATIONS*

PRELIMINARY CENSUS DATA:

	Census Count			Percent Change		
	1970	*1960*	*1950*	*1960-1970*	*1950-1960*	*1950-1970*
State	4,360,105	3,951,777	3,434,575	10.3	15.1	26.9
Adams	8,143	7,566	7,906	7.6	-4.3	3.0
Ashland	16,059	17,375	19,461	-7.6	-10.7	-17.5
Barron	33,714	34,270	34,703	-1.6	-1.2	-2.8
Bayfield	11,247	11,910	13,760	-5.6	-13.4	-18.3
Brown	157,299	125,082	98,314	25.8	27.2	60.0
Buffalo	13,566	14,202	14,719	-4.5	-3.5	-7.8
Burnett	8,995	9,214	10,236	-2.4	-10.0	-12.2
Calumet	27,529	22,268	18,840	23.6	18.2	46.1
Chippewa	47,253	45,096	42,839	4.8	5.3	10.3
Clark	30,087	31,527	32,459	-4.6	-2.9	-7.3
Columbia	41,143	36,708	34,023	12.1	7.9	20.9
Crawford	14,909	16,351	17,652	-8.8	-7.4	-15.5
Dane	285,879	222,095	169,357	28.7	31.1	68.8
Dodge	69,014	63,170	57,611	9.3	9.6	19.8
Door	19,281	20,685	20,870	-6.8	-0.9	-7.6
Douglas	42,851	45,008	46,715	-4.8	-3.7	-8.3
Dunn	28,474	26,156	27,341	8.9	-4.3	4.1
Eau Claire	63,236	58,302	54,187	8.5	7.6	16.7
Florence	3,019	3,437	3,756	-12.2	-8.5	-19.6
Fond du Lac	83,704	75,085	67,829	11.5	10.7	23.4
Forest	7,220	7,542	9,437	-4.3	-20.1	-23.5
Grant	47,911	44,419	41,460	7.9	7.1	15.6
Green	25,118	25,851	24,172	-2.8	6.9	3.9
Green Lake	16,547	15,418	14,749	7.3	4.5	12.2
Iowa	18,661	19,631	19,610	-5.0	0.1	-4.9
Iron	6,315	7,830	8,714	-19.3	-10.1	-27.5
Jackson	15,023	15,151	16,073	-0.8	-5.7	-6.5
Jefferson	59,530	50,091	43,069	18.8	16.3	38.2
Juneau	17,823	17,490	18,930	1.9	-7.6	-5.8
Kenosha	116,726	100,615	75,238	16.0	33.7	55.1
Kewaunee	18,905	18,282	17,366	3.4	5.3	8.9
La Crosse	79,987	72,465	67,587	10.4	7.2	18.3
Lafayette	17,277	18,142	18,137	-4.8	0.0	-4.7
Langlade	18,422	19,916	21,975	-7.5	-9.4	-16.2
Lincoln	23,003	22,338	22,235	3.0	0.5	3.5
Manitowoc	81,540	75,215	67,159	8.4	12.0	21.4
Marathon	94,781	88,874	80,337	6.6	10.6	18.0
Marinette	35,032	34,660	35,748	1.1	-3.0	-2.0
Marquette	8,367	8,516	8,839	-1.7	-3.7	-5.3
Menominee	2,567	2,606	--	-1.5	--	--
Milwaukee	1,046,217	1,036,041	871,047	1.0	18.9	20.1
Monroe	33,230	31,241	31,378	6.4	-0.4	5.9
Oconto	25,021	24,851	26,238	0.7	-5.3	-4.6
Oneida	22,100	22,112	20,648	-0.1	7.1	7.0
Outagamie	118,069	101,794	81,722	16.0	24.6	44.5
Ozaukee	54,308	38,441	23,361	41.3	64.6	132.5
Pepin	6,768	7,332	7,462	-7.7	-1.7	-9.3
Pierce	26,360	22,503	21,448	17.1	4.9	22.9
Polk	25,650	24,968	24,944	2.7	0.1	2.8
Portage	46,844	36,964	34,858	26.7	6.0	34.4
Price	14,057	14,370	16,344	-2.2	-12.1	-14.0
Racine	171,218	141,781	109,535	20.8	29.4	56.2
Richland	16,907	17,684	19,245	-4.4	-8.1	-12.1
Rock	128,301	113,913	92,778	12.6	22.8	38.8
Rusk	13,910	14,794	16,790	-6.0	-11.9	-17.2
St. Croix	34,126	29,164	25,905	17.0	12.6	31.7
Sauk	38,899	36,179	38,120	7.5	-5.1	2.0
Sawyer	9,236	9,475	10,323	-2.5	-8.2	-10.5
Shawano	32,283	32,004	35,249	0.9	-9.2	-8.4

TABLE 5.4 (Continued)

	Census Count			Percent Change		
	1970	1960	1950	1960-1970	1950-1960	1950-1970
Sheboygan	95,592	86,484	80,631	10.5	7.3	18.6
Taylor	16,710	17,843	18,456	-6.3	-3.3	-9.5
Trempealeau	23,347	23,377	23,730	-0.1	-1.5	-1.6
Vernon	23,578	25,663	27,906	-8.1	-8.0	-15.5
Vilas	10,423	9,332	9,363	11.7	-0.3	11.3
Walworth	61,634	52,368	41,584	17.7	25.9	48.2
Washburn	10,383	10,301	11,665	0.8	-11.7	-11.0
Washington	63,494	46,119	33,902	37.7	36.0	87.3
Waukesha	229,189	158,249	85,901	44.8	84.2	166.8
Waupaca	37,054	35,340	35,056	4.9	0.8	5.7
Waushara	14,159	13,497	13,920	4.9	-3.0	1.7
Winnebago	129,393	107,928	91,103	19.9	18.5	42.0
Wood	65,498	59,105	50,500	10.8	17.0	29.7

*Preliminary Figures

pose of identifying and defining job opportunities and the role of the high school in meeting these opportunities. Provisions in the plan declare:

> Due consideration will be given to manpower needs and job opportunities as identified by the State Plan. Local educational agencies will be required to assess vocational education needs and provide programs to meet these needs. This will be done in cooperation with other agencies such as the Wisconsin State Employment Service.[3]

Comprehensive educational specifications related to student needs, program needs, and business and industrial needs of the district are developed as a part of the overall facilities plan of a district. District surveys appear to have an important place in the assessment of program approval by the State Board of Vocational, Technical and Adult Education. Data developed in these surveys are important in the decision making process when program planning and development are taking place.

Health Occupations

A special effort was made by the Council to review health related manpower needs since this is recognized as one of the shortage areas across the nation resulting from increasing standards of medical care. Also, it is an area of state concern with implications for expanding development in Wisconsin.

Many estimates of health manpower needs have been made in recent years and a variety of methods have been used in determining needs. These estimates approach four million persons expected to be employed nationally in health occupations. Whatever measure is used (and in spite of great increases in the supply of health workers), the demand continues to outstrip the capacity to deliver services. The Public Health Service states:

> The greatest challenge will be to meet the needs for professional and technical workers, and for leaders and teachers. It is in these groups that increases are the most expensive, the slowest, and the most difficult to achieve. And it is these groups that

[3]*Ibid*, p. 49.

are the most critically needed to meet the objective of the best possible health services for all people.[4]

The Wisconsin Commission on Statewide Planning for Nursing Education recommends that the State Board of Vocational, Technical and Adult Education evaluate the possibility of developing several new associate degree programs in nursing and strengthening present practical nurse programs.[5]

The Wisconsin State Employment Service identifies the statewide intensity of shortage for registered nurses and dental assistants as severe and the intensity of shortage of licensed practical nurses as great.[6]

It is indeed difficult to evaluate the extent to which health occupations programs are meeting the need. While there appears to be a clear need for trained health workers throughout the State, and there are geographic areas where large numbers of persons are available for training who need jobs, the institutions that could hire these persons and the institutions that could train them are not located in the same places as are the persons who need jobs.

Another serious problem in a number of the health occupations is the relative low rate of pay. In some cases questions must be raised as to the economic efficiency of developing training programs in occupational areas in which persons will not remain because better financial opportunities are available in other jobs.

Projections for admission into various health occupations have been made by the State Board through 1974.[7] These projections show that practical nursing enrollments are not expected to increase during this period. Associate degree nursing enrollments are expected to almost double, but the number will be less than 400 total. Admissions for medical assistant training will increase slightly to approximately 200. Admissions will remain approximately at the same level of medical laboratory assistants and occupational therapy assistants. Admissions in training programs for inhalation therapy technicians is expected to nearly double reaching 40 in the year 1973-74.

State Office Activity

At the State Office level there appears to be a tremendous coordinating function that requires great skill as well as heavy time allotments. The development of working relationships with bureaus and agencies calls for peculiar skill and unusual tact. Motivating persons to carefully survey business, industry, and governmental agencies for labor market information calls for special capabilities. Staffing patterns should include the needed personnel to carry out the basic functions of survey making, data analyzing, program projecting, program planning, and program developing.

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[4]U.S. Department of Health, Education and Welfare, Public Health Service, *Health Manpower Perspective*, 1967, pp. 12.

[5]Commission on Statewide Planning for Nurse Education, *Nurses for Wisconsin's Future*, p. 160.

[6]Wisconsin State Employment Service, *Occupational Opportunities Information for Wisconsin*, September, 1969.

[7]Wisconsin Board of Vocational and Adult Education, *Current Health Occupations Programs in Wisconsin*, 1968-69.

Conclusions

The Wisconsin State Staff has built an enviable record in working cooperatively with the Wisconsin State Employment Service. Much labor market data is available upon which to base decision making judgments in program planning. More comprehensive manpower data gathered statewide seems to need fostering with vocational and technical educators being an integral part of the gathering system.

It appears that VISION project and the goal set in the 1969 Projected Program Activities Report held promise, but clear evidences of results are not easily observed. New plans for coordinated statewide gathering activity, however, seem in the offing.

New census data will contain much useful program planning and development information. Ways must be found to analyze and translate these facts and figures into meaningful information for district and local administrators and supervisors. Changes have occurred in the population and programs will need to be adjusted in the light of these wider transitions.

There appears to be considerable dependence upon district surveys. These surveys have merit. Techniques employed should reflect the best data gathering practices. State Staff should be adequate not only to prepare those at the district level called upon to make surveys and report survey data, but there should be staff to analyze, interpret and disseminate data for use statewide.

The Vocational Amendments of 1968 are "people centered". This new dimension in vocational legislation places great responsibility upon data gatherers to sympathetically assess what is happening to people and to explore and uncover every possible occupational opportunity open to the people of Wisconsin.

Chapter VI

EXPLORING FINANCIAL PROGRAMS

Vocational education has been and will increasingly become a vital force in our Nation's educational structure. It is vital, not only to our individual welfare but also to the survival of our society. There is no place in the world of work for the uneducated person or the educated person who has not learned how to work. The work people do is still the most occupying of all human activities. It sets the standard of living, influences family relationships and controls the quantity and quality of civic participation and responsibility in social, cultural, and economic activities. Academic education alone is not enough in today's world. Vocational education may assist the individual in securing initial employment but with the fast pace with which changes are taking place there can be no assurance that education for initial employment is enough. All workers, including businessmen, professional, technical, and the skilled craftsmen need periodic up-dating and retraining in their chosen field. Thus, the task of vocational, adult, and technical institutions is an encompassing and responsible one: that of training and educating the worker for today and assuring that he has the necessary tools to remain a productive citizen in the future.

It is estimated that there are approximately 7.6 million young people presently between the ages of 16 and 19 years of age who will begin pursuing their chosen occupational or educational careers. Of this number, approximately 50 percent or 3.8 million are in need of vocational or technical education. The education and training of these young people will not be fulfilled without the necessary commitment of financial, material, and personnel resources to adequately accomplish the job. This commitment must spring from all levels —Federal, state and local. Recent changes in the Federal program included in the Vocational Education Acts of 1963 and 1968 not only have authorized substantial increases in funds but also have broadened the purpose of Federally-financed programs in vocational education. There is a new-found sense and renewal of interest in vocational school development in educational circles. Many believe the country has extended the academic arena too far and it's time to place more emphasis on the training of technical and skilled workers. For this reason there is much to support the belief that the necessary resources will be forthcoming and these resources will enable vocational educators to fulfill their role.

The broadened program set by the 1968 Amendments requires an examination of the financial arrangements for vocational education. In developing new state financing programs it is necessary to apply to the vocational education program the best measures possible for computing need, ability to pay, excess cost, and effort.

The State of Wisconsin and in particular the State Board of Vocational, Technical and Adult Education under the advisement and expert help from the State Board staff have developed a three-part State Plan which encompasses the regulations set forth in the Federal Acts and relates short and long-range program commit-

ments of the State. Also included in the State plan are fiscal guidelines that will be followed in the implementation of these programs in the State.

The major purpose of this chapter is to examine the fiscal resources available to the State and how these resources are distributed to local vocational educational units. In addition, frequent comments will be made on the advisability of modifying features of the Federal Act. This chapter will analyze the financial aspects of the State Board's distribution of both State and Federal dollars; the State Department of Public Instruction's Federal share of funds and how these are distributed; financial aids available to students of vocational programs; and some financial implications of the Kellett Commission recommendations.

Relative Sources of Revenue

In Table 6.1 are shown the distribution of resources for all Wisconsin VTAE schools from Federal, state and local sources. The percentage from each source has changed dramatically in the last ten years. Notice how the local percentage has declined while both the Federal and state percentages have increased, relative to other sources. Vocational educators can take some solace in the fact that the present distribution of revenues for local public elementary and secondary schools is: Federal, 8 percent; state, 40 percent; and local, 52 percent. The new found emphasis on vocational education coming from the Federal Government will likely increase.

Receipt and Distribution of Funds for 1968 Federal Amendments—Post-Secondary Programs

Public Law 90-576 Title I, an act to amend the Vocational Act of 1963, was the basis for the distribution of $7,490,143 in Federal money to the State of Wisconsin in fiscal year 1970. Regulations covering the distribution of these funds to local educational agencies are rather extensive. One purpose of this section is to determine if the funds available under the provisions of this Act are being distributed according to the Federal regulations.

Part B, the most extensive portion of the Act, provides the most dollars and also contains the most extensive regulations. Among the provisions are:

A. Fifteen percent of the total allotment for any fiscal year or 25 percent of that portion in excess of the base allotment, whichever is greater, must be used for disadvantaged student programs.

B. Fifteen percent of the total allotment for any fiscal year or 25 percent of that portion in excess of the base allotment, whichever is greater, must be used for post-secondary vocational education in the state.

C. Ten percent of the total allotment must be used for handicapped student programs.

D. Due consideration must be given to periodic evaluation of manpower needs.

E. Due consideration will be given to the vocational education needs of all population groups, particularly those with academic, socioeconomic, mental, and physical handicaps.

TABLE 6.1
REVENUES FOR ALL WISCONSIN VOCATIONAL, TECHNICAL AND ADULT EDUCATION SCHOOLS
(In thousands of dollars), 1959-60 to 1968-69

Year	Total Amount	Percent Local	Percent State	Percent Federal	Percent Tuition	Percent Other
1959-60	12,151	74	3	4	4	15
1963-64	20,861	65	10	8	6	11
1968-69*	36,784	50	17	17	8	8

*Estimate

Source: Wisconsin Board of Vocational, Technical and Adult Education

F. Due consideration will be given the relative ability of local education agencies to support vocational education needs.
G. Due consideration will be given to excess costs of local education agencies.
H. No local education agency shall be denied the funding of new projects when it is determined they are making a reasonable tax effort and are unable to pay the matching cost of Federal allocations.
I. The state is restricted from using a statewide percentage ratio for the distribution of funds to local educational agencies.
J. The state plan must include a description of how the state will weight the relative importance of categories for rating local project proposals.

The above Federal regulations do not exhaust the guidelines presented in the Act but they are the major ones with fiscal implications. Other guidelines are concerned with evaluation procedures, manpower studies, teacher qualifications, proposal requirements, state procedures, and organizational considerations.

The State Vocational Director and Executive Officer and his designated representatives, the Assistant State Director and the Administrative Officer, are empowered to approve expenditures of funds within the budget approved by the State Board. Even though final approval of projects and the disposition of funds is made by the above-mentioned officials, there are many other staff members who are an integral part of evaluating projects and proposals for possible funding. Generally, all new projects presented by districts require State Board action, whereas project extensions or continuations may not require Board action.

The following action is taken on each project submitted to the State Board office.

A. Numbering and coding by the Division of Administrative Services.
B. Review, grading and recommendation by the Division of Educational Development and Special Services and the Division of Occupational Services of the State Board staff.
C. Approval, contingency approval, or disapproval by the State Director.
D. Budget action and project allocation approval by the State Board.

Item B above is the most time-consuming. A conscientious effort is taken by State Supervisors and their staffs to read and evaluate projects according to the Federal provisions and the provisions of the State Plan. The relative priority of local applications is based on a weighting form developed by the State VTAE office. An illustration of this form and the weighting used will be found in the section on the allocation of funds by the State Department of Public Instruction.

If one accepts the assumption that the project proposal is the best way to allocate Federal funds to local educational agencies, then it would be difficult to challenge the individual attention given

each proposal. As opposed to a formula method of rating projects, the weighting scale gives more attention to local needs and problems. The rating scale can be converted to a formula but this would serve no special purpose except a computational one and even the computation likely would not make the process more efficient. The weighting method does introduce the possibility that rater bias will have an effect on the total project score. When supervisors and committees gather to rate projects, there is the possibility of scoring projects higher or lower depending on the rater's knowledge of people or conditions that exist in local districts. However, the reasoning can be advanced that in giving up more firm methods of selecting projects the Board is sacrificing a certain degree of individual attention given local proposals.

How well do the provisions in the State Plan and the subsequent funding results meet the requirements of the 1968 amendments?

Reasonable Tax Effort. The State Plan relates that Federal funds will not be denied because of local inability to raise funds, assuming a reasonable tax effort is already being made. What is a reasonable tax effort? The State Plan suggests the following calculation. An average mill rate of all districts is found by dividing the total mill rate of all districts by the number of districts. If a district's mill rate for vocational school purposes is above the state average, then it is assumed a reasonable tax effort is being made. This method is somewhat open to question because it places a premium on quantity and not quality. Those districts with more programs, bigger staffs, and those districts further along in their organizational development would have a distinct advantage over later developing districts, i.e., District No. 1 versus District No. 18. The tax rate reflects somewhat the need for total dollars.

In addition, the question can be raised as to what is a good criterion for reasonable effort. Even those districts with below the state average tax rates may be considered reasonable effort districts. A more refined method of determining local effort would be to compute the local mill rate used to support one FTE student for instructional purposes. This would eliminate, to some extent, the influence of organizational and size variables.

Maintenance of Effort. The State Plan stipulates that a current year's expenditures per pupil for a program shall not be more than five percent less than a previous year's expenditures for the same program. Even though it is a requirement of the Act, this stipulation is open to serious question. Guidelines of this nature encourage inefficiency and tend to depress efficiency. For example, start-up costs in some programs are higher in the first year or years of operation. A local district would have to maintain the same level of expenditures after start-up years to keep from being penalized for reducing costs. Efforts should be made to eliminate this requirement or reduce its effects by raising the five percent requisite to a more reasonable 20-25 percent level.

Ability to Pay. The State Plan stipulates that the criterion measure for ability to pay should be equalized property value per capita, equalized value per capita in the affected age groups or

equalized value per vocational student being educated. It is difficult to argue with any of these measures as they are convenient to calculate and most local revenue dollars for vocational education are collected on a property tax base. As a measure of wealth, however, the property tax is open to criticism. Numerous studies have shown that adjusted gross income per capita or per student are more reliable measures of a local district's wealth or ability to pay. These measures could be available if the Wisconsin State Income Tax Division would include a section on state tax forms for reporting an individual's vocational district and or school district. It is time for a more reliable measure of wealth to be used as a basis for the allocation of state and Federal funds. Encouraging the State Income Tax Division to provide the above information, without invading the privacy of any single person's financial situation, would be a worthwhile step in the right direction.

Although Part B of the Vocational Education amendments of 1968 constitutes the largest portion of funds ($6,327,757 out of $7,490,143 for Wisconsin), there are other pertinent parts in the Act and these are illustrated in Table 6.2 along with the dollars Wisconsin received for fiscal year 1970. The Federal stipulations for Parts C, D, E, F, G, and H are similar to those for Part B, although not as comprehensive or specific. However, a few other Federal regulations are worthy of note.

A. The Commissioner of Education may use up to 50 percent of Part D — Exemplary funds allocated in this part to directly aid exemplary programs in a state. The State Board is authorized to use the remaining 50 percent for local exemplary programs. In fiscal year 1970, Wisconsin received from funds allocated by the Commissioner, $160,509 for exemplary programs. The State Board, through its 50 percent formula provision, received $126,152 to spend for exemplary projects in local districts. Wisconsin is to be commended for meritoriously receiving more than its share for projects from the 50 percent distributed by the Commissioner.

B. At least one-third of the Federal funds made available under Part F — Consumer and Homemaking Education, shall be used in economically depressed areas or areas with high rates of unemployment. The data reported in Table 6.2 would seem to substantiate that Wisconsin is meeting this requirement of the Act.

C. In Part H—Work Study Programs, students may not work more than 15 hours a week during weeks in which classes are in session. The student is also limited to earning $45 a month or $350 during any academic year unless a student is not within reasonable commuting distance of work, in which case he may earn a maximum of $60 a week or $500 during the academic year. Limitations of this nature restrict the work of local vocational coordinators.

A study of Table 6.2 would seem to indicate that the percentage guidelines set by the Act concerning disadvantaged, handicapped,

depressed areas, and the like, are being observed under the state allocation system. Under Part B—Basic Programs, the total funds for Wisconsin are distributed in the following categories. These are total funds for both secondary and post-secondary programs:

A. Disadvantaged	$ 949,164
B. Handicapped	632,775
C. Regular (Unspecified)	4,745,818
1. Administration	425,000
2. Apprenticeship	300,000
3. Extension	310,000
4. Construction	1,309,046
5. Equipment	583,619

The Act stipulates that at least 15 percent of Part B funds must be used for post-secondary vocational programs. This stipulation appears to be satisfied by adding the amounts under sections 1, 2, and 4 included in regular programs above.

The points used to rate project proposals for these parts of the 1968 amendments are distributed as follows:

I. Manpower Needs — 30 points
II. Vocational Needs — 15 points
III. Excess Costs — 15 points
IV. Ability to Pay — 20 points
V. Additional Considerations — 20 points
A. Economically Depressed Areas — 5
B. High Dropout Areas — 5
C. Demonstration Projects — 10
Total Possible Points — 100

TABLE 6.2
DISTRIBUTION OF STATE APPROPRIATIONS FOR FISCAL YEAR 1970 AS PROVIDED UNDER THE 1968 VOCATIONAL EDUCATION AMENDMENTS

	State Total		*Post Secondary*		*Secondary*	
Program	*Amt.*	*%*	*Amt.*	*%*	*Amt.*	*%*
Part B—Basic	6,327,757	84.48	3,903,871	61.69	2,423,886	38.31
Regular	4,745,818	(75.00)	2,927,665	61.69	1,818,153	38.31
Disadvantaged	949,164	(15.00)	585,724	61.71	363,440	38.29
Handicapped	632,775	(10.00)	390,482	61.71	242,293	38.29
Part C—Research	15,913	.21	15,913	100.00	--	0
Part D—Exemplary	126,152	1.63	78,193	61.98	47,959	38.02
Part E—Residential	0	0	0	0	0	0
Part F—Consumer & Homemaking	308,406	4.12	190,237	61.68	118,169	38.32
Regular	205,614	(66.67)	126,831	61.68	78,763	38.32
Disadvantaged	102,792	(33.33)	63,406	61.68	39,386	38.32
Part G—Cooperative	273,356	3.65	0	0	273,356	100.00
Part H—Work Study	88,951	1.19	88,951	100.00	0	0
102B Special Needs	349,608	4.67	215,967	61.77	133,641	38.23
STATE TOTAL	7,490,143	100.00	4,493,132	59.99	2,997,011	40.10

[1]For each part the percent reported is the percent of the state total. For sub-parts the percent figure shown is the percent of that part.

[2]The percents reported in this column represent the percent the amount is of the total in the left column.

This rating form and system shoud be constantly evaluated and revised where necessary. The relative distribution of points in categories are policy decisions and need careful study. For example, the importance of excess costs compared with Vocational needs might be questioned. Are they both equivalent and both equally important as the weighting scale indicates? Ability to pay only constitutes 20 percent of the weight for rating a project but this State has both high school districts and post-secondary districts which vary more than 20 percent in their wealth or ability to support programs. These are questions which periodically must be asked to ensure that proper techniques are being used to rate project proposals.

The distribution of funds (for Parts B, D, and F of the 1968 Amendments) to local education agencies is shown in Table 6.3. The purpose is not to dispute or challenge these distributions but only to present the data. The figures shown indicate the project funds approved on the basis of anticipated Federal dollars. There may have been recent adjustments in these amounts, since the actual Federal allocations were only recently determined. Notification to local districts that these projects and funds were approved was made in February 1970.

The percent of total local costs funded in Part B—Regular Projects ranged from 30 to 100 percent with the most frequent funding level used between 40 and 45 percent. For Part B—Disadvantaged and Handicapped Projects, the funding level was set at 100 percent for all approved projects. Part D—Exemplary Projects approved were to be funded at between 50 and 85 percent of total project cost with the most common funding level set at 60 percent. Approved projects for Part F — Consumer and Homemaking — Regular and Disadvantaged Programs, were all funded at 100 percent of cost.

The grant awards to local districts reported in Table 6.3 were those granted in February 1970. They may vary as a result of changes in Federal funds, but they are close approximations. The percentage figures are reported to give some indication as to the relative funds received by local educational districts. The percentages representing the total funds distributed to districts for Parts B, D, and F of the 1968 amendments are shown in the far right column. It is interesting to note that District No. 9, Milwaukee, received about 43 percent of the total funds allotted, whereas District No. 5 received one-half percent of the total funds. The range is quite diverse, but this may be as it is intended. Obviousy Milwaukee has great needs and is a very heavily populated area. It should be remembered that these funds are distributed on a project approval basis and each project is considered along with a number of variables including vocational needs, local effort, local wealth and project uniqueness.

Another analysis was done in which the proportion of each district's share was compared with a district's proportion of the total State population. These data are reported in Table 6.4. Extreme caution should be observed in interpreting these results. The population figures are rough approximations, as local district boundaries are not coterminous with county lines. Estimates had to be made

TABLE 6.3
RECOMMENDED FEDERAL PROJECT GRANT AWARDS BY AMOUNTS AND PERCENTAGES TO LOCAL VTAE DISTRICTS IN FISCAL YEAR 1970

Local Educational Agency	Part B Vocational Regular		Part B Disadvantaged		Part B Handicapped		Part D Exemplary			Part F Consumer & Homemaking Regular		Part I Consumer & Homemaking Disadvantaged		Total Federal Parts B, D, F	
	Amt. $	%	Amt. $	%	Amt. $	%	State Amt.	Comm. 10 WRXI Amt. $ [1]	%	Amt. $	%	Amt. $	%	Amt. $ [2]	% of Total
Dist. No. 1	29,503	3.64	50,339	10.90	--	--	2,160	--	.90	2,968	3.73	--	--	85,030	4.66
Dist. No. 2	86,663	10.69	--	--	--	--	--	45,114	13.83	7,122	8.95	--	--	93,785	5.14
Dist. No. 3	80,956	9.99	--	--	--	--	--	--	--	6,165	7.75	--	--	87,121	4.77
Dist. No. 4	97,505	12.03	3,660	.79	--	--	13,135	--	5.48	12,337	15.50	4,106	4.70	130 743	7.16
Dist. No. 5	5,260	.65	847	.18	--	--	2,580	--	1.08	470	.59	--	--	9,157	.50
Dist. No. 6	36,398	4.49	33,727	7.30	--	--	6,577	--	2.74	3,705	4.66	--	--	80,407	4.40
Dist. No. 7	16,968	2.09	13 168	2.85	--	--	--	--	--	--	--	--	--	30,136	1.65
Dist. No. 8	7,078	.87	1,430	.31	--	--	6,100	--	2.5	574	.72	--	--	15 182	.83
Dist. No. 9	171,222	21.13	284,982	61.72	268,923	67.34	19.071	42,332	25.6	--	--	39,174	44.80	783,372	42.90
Dist. No. 10	59,898	7.39	--	--	10,459	3.40	--	--	--	7.200	9.05	9,603	10.98	87,160	4.77
Dist. No. 11	10,962	1.35	19,750	4.28	--	--	12,717	55,373	28.42	901	1.13	10,656	12.19	59,986	3.01
Dist. No. 12	43,561	5.37	29,895	6.47	24,296	7.89	13,212	--	5.51	28,413	35.70	--	--	139,377	7.63
Dist. No. 13	37,250	4.60	8,051	1.74	--	--	--	--	--	149	.19	--	--	45,450	2.49
Dist. No. 14	12,946	1.60	--	--	240	--	--	--	--	462	.58	826	.94	14,474	.79
Dist. No. 15	37,948	4.68	--	--	1,290	.08	3,556	--	1.48	1,154	1.45	2,303	2.63	46,253	2.53
Dist. No. 16	11,373	1.40	.32	--	--	--	--	--	--	--	--	89[illegible]	1.02	13,743	.75
Dist. No. 17	23,580	2.91	14,316	3.10	--	--	--	--	--	--	--	19,882	22.74	57,778	3.16
Dist. No. 18	29,257	3.61	--	--	--	--	--	--	--	--	--	--	--	29,257	1.60
Port. Wash.	689	.09	--	--	--	--	--	--	--	--	--	--	--	2,93[illegible]	.16
S. Milwaukee	7,700	.95	--	--	2,242	.73	--	--	--	--	--	--	--	10,122	.55
Stevens Point	2,483	.31	--	--	--	--	--	--	--	2,422	3.04	--	--	4,949	.27
New Lisbon	497	.06	--	--	--	--	--	--	--	2,466	3.10	--	--	497	.03
Shorewood	810	.10	--	--	--	--	--	--	--	--	--	--	--	4,334	.24
St. Board	--	--	--	--	450	.15	--	--	--	3,074	3.86	--	--	--	0
TOTAL	810,507	100.00	461,700	100.00	307,900	100.00	79,110	160,509	100.00	79,582	100.00	87,445	100.00	1,826,244	100.00

Source: Wisconsin State VTAE Office

[1] The dollars in this column represent funds received directly from the commissioner for exemplary programs. This is the amount for the first year or three year grants.

[2] The total does not include direct commissioner funds.

12/1/22

on the proportion of a county's population that lives in the respective vocational districts.

The data in Table 6.4 reveal that those districts which receive proportionately more project funds than their population were districts 3 and 9. Those districts that received proportionately less were districts 5, 7, 8, and 13. The other districts received approximately the same share of the total funds as the district population bears to the total State population.

TABLE 6.4
PERCENTAGE SHARE OF POPULATION AND PERCENTAGE SHARE OF FEDERAL GRANTS DISTRIBUTED IN LOCAL DISTRICTS UNDER PARTS B D, AND F OF THE 1968 AMENDMENTS

VTAE District	Estimated[1] Population	% Population	Amount[2] Distributed	% Distributed
1	190,501	4.32	$ 85,030	4.64
2	185,418	4.20	94,282	5.14
3	113,526	2.57	87,121	4.75
4	437,764	9.93	130,743	7.13
5	148,385	3.36	9,157	.50
6	178,360	4.04	80,407	4.39
7	171,218	3.88	30,136	1.64
8	228,052	5.17	15,182	.82
9	1,114,391	25.28	800,759	43.72
10	221,363	5.02	87,160	4.75
11	186,184	4.22	59,986	3.27
12	331,364	7.51	139,377	7.61
13	314,328	7.13	45,450	2.48
14	131,009	2.97	19,423	1.06
15	174,212	3.95	46,253	2.52
16	53,739	1.21	13,743	.75
17	136,297	3.09	57,778	3.15
18	91,131	2.06	29,257	1.59
	4,407,242	100.00	1,831,244	100.00

[1]Population estimates taken from Bureau of the Census, "Preliminary County Population Estimates, 1970".

[2]The amounts distributed to independent vocational programs were added to the total of the district in which they are located.

No district should be discriminated against because of inability to generate the number or quality of project proposals due to insufficient personnel or other organizational features. Thus, it is incumbent on the State Board and State office personnel to see that proper assistance and material are available to local district personnel so they may generate project proposals for programs where there is a need. Studies in some states on the funding of Federal ESEA projects have indicated that small and low to medium wealth districts were not receiving their fair share of the funds because of the inability of these school districts to release personnel to write project proposals.

Construction Funds

Approximately $1,309,000 in construction money was made available to Wisconsin under the 1968 Act — Part B regular pro-

grams. According to the State Plan these funds are allocated to local districts using the following criteria and weighting system.

A. Manpower Needs	30 percent
B. Ability to Pay	20 percent
C. Student Station Utilization	20 percent
D. VTA enrollment	10 percent
E. Local Tax Effort	20 percent

The reader must recognize that this is hardly enough money to meet the growing state vocational program building needs. Local districts are also saddled with mill rate limitations which restrict extensive building programs. The State Board should encourage more State funds for this purpose.

The criteria and weighting system used in the selection of construction projects seems reasonable. The State Board and State Office Staff are facing the problem of too little funds and too great a need, an unenviable dilemma confronting many governmental agencies.

Anticipated Revenues

In Table 6.5 are reported the anticipated revenues for the Wisconsin State Board of Vocational, Technical and Adult Education. The total requested for the 1969-70 school year was $20,990,900 which was about $2.6 million more than the State Board received. The figure for 1970-71 was approximately $2.7 million less than requested. Federal dollars anticipated may not equal receipts. Table 6.5 figures are only estimates and the Congress of late has been notorious for falling behind schedule in funding. Late funding is extremely disconcerting for those in state and local offices who depend on Federal money. A few local districts affected by Federal appropriations have had to borrow on a short term basis because anticipated revenue has been late. This is costing the local taxpayer and is inexcusable in light of the present burdens on the local property taxpayer. Efforts should be made to pressure Congress into passing appropriations bills earlier.

TABLE 6.5
ANTICIPATED REVENUES FOR WISCONSIN BOARD FOR VTAE

Program or Source	*1969-70*	*1970-71*
General Program Operations	$ 416,000	$ 428,600
Student Aids	273,100	293,100
Indian Scholarships	37,500	37,500
Fire Schools	59,500	60,800
State Aid for VTAE	8,763,800	10,633,900
Text Materials	2,000	2,000
Federal Aid for VTAE	8,802,000	8,796,800
Other	2,000	2,000
TOTAL ALL SOURCES	18,353,900	20,252,700
Total General Purpose from State	9,549,900	11,453,900
Total Federal Revenue	8,802,000	8,796,800
Other	2,000	2,000

Source: 1969 Senate Bill 95

The data presented in Table 6.6 give some indication of the relative magnitude and emphasis of the various vocational education programs in operation in the State of Wisconsin. For example, it may be noted that the Associate Degree Program is a major emphasis in total hours of attendance and instructional salaries, consuming around 33 percent of the total attendance hours and salaries. The one-year vocational program ranks second in total emphasis, consuming around 21 percent of the total attendance hours and instructional salaries; two-year vocational, 7.5 percent; college transfer, 6 percent; part-time preparatory, 6 percent; and apprenticeship, 5 percent.

In addition to the relative emphasis placed on each program, another comparison is possible in Table 6.6. The association of attendance hours and salaries for specific programs may be analyzed. For example, when the percent of attendance hours is compared with the percent of instructional salaries for college transfer programs a small discrepancy may be noted. Percent of hours is greater than percent of salaries which would seem to indicate that relative to the total, instructional costs are not as great as in other programs. The opposite conclusion may be reached comparing hours and instructional costs of the Apprenticeship Program. The reader is advised not to infer too broadly when making such comparisons, for the differences are small and these are not dollar per student contrasts.

With the data taken from local district annual reports, the State Board Finance and Accounting Division tabulated and summarized these data as shown in Table 6.6. The percent figure used to calculate state average cost per full-time program is the average of the percentage of total aided attendance program hours that are full-time post-high school attendance hours and the percentage of total aided salaries for aided programs that are full time post-high school salaries. The preceding sentence may be illustrated with actual figures:

$$\frac{\text{Total Attendance Hours for Full-time Post-High School Programs}}{\text{Total Attendance Hours for Aided Programs}} = \frac{11{,}822{,}062}{16{,}513{,}952} = .7159$$

$$\frac{\text{Total Aided Salaries for Full-Time Post-High School Programs}}{\text{Total Salaries for Aided Programs}} = \frac{\$11{,}000{,}597}{14{,}972{,}849} = .7347$$

$$\frac{.7347 + .7159}{2} = .7253 \text{ or } 72.53\%$$

According to the state vocational plan, the calculation of state aids must use as a base the state average instructional costs for full-time programs. The full-time programs recognized in Wiscon-

TABLE 6.6
CALCULATION OF STATE SUPPORT: AIDED SALARIES AND CONTACT HOURS, 1968-69

Program	Attendance Hours for Aid Programs		FTPHS** Hours		Salaries for Aided Programs		FTPHS** Salaries	
	Hrs.	%	Hrs.	%	$	%	$*	%
Associate Degree	5,445,781	32.98	5,445,781	46.06	5,073,946	33.89	5,073,946	46.12
Two-Year Voc.	1,230,327	7.45	1,230,327	10.41	1,177,127	7.86	1,177,127	10.70
One-Year Voc.	3,366,486	20.39	3,366,486	28.48	3,161,559	21.12	3,161,559	28.74
Pre-Technical	44,817	.27	--	--	54,450	.36	--	--
College Trans.	1,042,537	6.31	1,042,537	8.82	735,210	4.91	735,210	6.68
Extension	533,925	3.23	--	--	619,569	4.14	--	--
Part-Time Preparatory	995,777	6.03	--	--	807,336	5.39	--	--
General Adult	703,783	4.26	--	--	554,901	3.71	--	--
Homemaking	641,786	3.89	--	--	407,145	2.72	--	--
Driv. Ed. Theory	102,682	.62	--	--	81,106	.54	--	--
Adult H. S.	283,277	1.72	--	--	203,155	1.36	--	--
Apprentice	736,931	4.46	736,931	6.23	852,755	5.70	852,755	7.75
Continuation	238,257	1.44	--	--	403,464	2.69	--	--
Driv. Ed. BTW	49,573	.30	--	--	198,357	1.32	--	--
Non-Aided	922,653	5.59	--	--	515,394	3.44	--	--
No-info H. S. Contract	67,960	.41	--	--	46,422	.31	--	--
H. S. Driver Ed.	1,676	.01	--	--	4,669	.03	--	--
Conferences	3,729	.02	--	--	6,027	.04	--	--
Community Services	851	.005	--	--	1,050	.007	--	--
TOTAL	16,513,952	100.000	11,822,062	100.00	14,972,849	100.00	11,000 597	100.00

Source: Wisconsin VTAE State Finance and Accounting Division

*Rounded to nearest dollar
**Full-time post-high school programs

sin include associate degree, one and two-year vocational diploma, college transfer, and apprenticeship programs. The total cost of all programs reported by local districts was $36,771,435 for 1968-69. That portion of this total which would be the cost of all full-time post-high school vocational programs is calculated as follows:

$$36,771,435 \times .7253 = \$26,670,322$$

The next step in the calculation of state average costs of full-time post-high school programs is the computation of full-time equivalent students in these programs.[1] In the following table is presented a summary of full-time equivalent students in each local district for full-time post-high school programs.

With the data for the total full-time equivalent students available, it is now possible to calculate the average cost per FTE in full-time post-high school programs.

$$\frac{\text{Total Costs of FTPHS Programs}}{\text{Total FTE's in FTPHS Programs}} = \frac{\$26,670,322}{21,214} = \$1,257.19$$

The result of the above computation, $1,257.19, is the basis for the calculation of all state aids. The present state plan calls for aided programs to receive 33 percent state aid for each FTE.

$$.33 \times \$1,257.19 = \$414.87$$

Barring any changes in calculation or data, all full-time aidable programs in Wisconsin will receive $414.87 per FTE in 1969-70.

Full-time equivalent students are calculated differently for some programs but the basic FTE is a student enrolled during a base week for 15 credits (somewhat equivalent to hours).

Part-time aidable programs are funded in much the same way, but by using different figures. Total contact hours for part-time programs are divided by 620 to determine the number of FTE's. Part-time programs are aided at 50 percent of the aid given for full-time programs.

$$.50 \times .33 \times \$1,257.19 = \$207.44 \text{ / FTE}$$

The procedures followed for determining state aid to local vocational districts could be challenged if one is of the belief that the wrong base is used. The use of full-time post-high school costs of those programs previously reiterated could be questioned on the basis that the base programs used do not constitute a rational vocational program or that the program base should be more narrow or be more inclusive. Such challenges are not considerations to be made in this report. They are a logical topic for debate at the policy-making table. The Advisory Council and State Board are the bodies to raise these questions. The 33 percent aidable figure can be changed, but only by a larger appropriation from the state and by more tax dollars. If the State Board and the State Office of Vocational Technical Education believe that the percentage aid should be increased, then a proper case with proper documentation will have to be made in the committee hearings and the halls of the State Legislature. Vocational education in Wisconsin is more im-

[1]See Appendix 6.1 for an explanation of the "minimum of ten rule" in the calculation of FTE's.

portant than the dollar emphasis it has been given in recent years—more important than some other programs where tax dollars have been spent. Hopefully, increased emphasis can be placed on the case for vocational programs in the next biennium, and the accord given this important educational activity in the State will be financially more rewarding.

TABLE 6.7
FULL-TIME POST-HIGH SCHOOL FTE STUDENTS IN LOCAL DISTRICTS

Location	Full-Time Post-High School FTE's Other than Apprenticeship		Apprentice Program		Total Full Time Post-High School FTE	
	FTE	%	FTE	%	FTE	%
Dist. No. 1	1,152	5.73	38	3.33	1,190	5.60
Dist. No. 2	972	4.84	28	2.45	1,000	4.71
Dist. No. 3	128	.63	3	.26	131	.61
Dist. No. 4	2,896	14.42	98	8.60	2,994	14.11
Dist. No. 5	329	1.63	44	3.86	373	1.75
Dist. No. 6	1,386	6.90	20	1.75	1,406	6.62
Dist. No. 7	511	2.54	66	5.79	577	2.71
Dist. No. 8	681	3.39	53	4.65	734	3.45
Dist. No. 9	6,856	34.15	353	30.99	7,209	33.98
Dist. No. 10	539	2.68	70	6.14	609	2.87
Dist. No. 11	675	3.36	62	5.44	737	3.47
Dist. No. 12	895	4.45	93	8.16	988	4.65
Dist. No. 13	922	4.59	38	3.33	960	4.52
Dist. No. 14	243	1.21	29	2.54	272	1.28
Dist. No. 15	927	4.61	22	1.93	949	4.47
Dist. No. 16	70	.34	9	.79	79	.37
Dist. No. 17	703	3.50	8	.70	711	3.35
Dist. No. 18	--	0	7	.61	7	.03
Cudahy	--	0	10	.87	10	.04
Port. Wash.	11	.05	3	.26	14	.06
S. Milwaukee	7	.03	17	1.49	24	.11
Stevens Point	157	.78	15	1.31	172	.81
West Allis	16	.07	52	4.56	68	.32
TOTAL	20,075	100.00	1,139	100.00	21,214	100.00

Other State Board Controlled Expenditures and Programs

Manpower Development and Training

The Manpower Development and Training Act of 1963 made approximately $1,983,839 available to the State of Wisconsin in fiscal year 1970. These funds were distributed as follows:

State Direction and Supervision	$ 114,585
Institutional Training	1,710,725
On-the-Job Training	79,243
Regional Area Redevelopment	79,281
TOTAL	$1,983,834

The sole source of these funds is the Federal government with no matching provision required at either the State or local level. These funds may be used at the public post-secondary level and/or at approved private post-secondary schools. The funds are allocated by projects which must be approved at the Federal level. The state office serves as an intermediary agency, collecting and making recommendations on certain projects.

Adult Basic Education

Approximately $600,765 was made available to Wisconsin for Adult Basic Education programs for fiscal year 1970. Federal provisions require that total funds for Adult Basic Education be 90 percent Federal, 10 percent state and local. Again, these funds are approved for distribution within the state on a project basis. The basic criteria and procedures followed for the selection of projects is much the same as for the 1968 Act projects except that the need basis is different. All projects are submitted through the state office to a special state agency for approval. The State Board office accounts for the funds but project approval control rests with another special state agency.

Highway Safety Programs

Another source of Federal funds is for Highway Safety Programs. Approximately $126,900 were distributed in the following two categories:

Public Education Supervision	$ 21,600
Police Traffic Service	$105,300

These monies must be matched by state and local dollars. The project is again the basis for selection and approval of funds. The $105,300 for Police Traffic Service was divided among Districts 1, 2, 10, 12, and 15 for fiscal year 1970.

Other Programs

In fiscal year 1970 the state also distributed $273,100 for Student Aids, $37,300 for Technical Training Scholarships for Indians, and $59,500 for Fire Schools. Since these funds constitute minor appropriations, an inclusion of the criteria and methods used to distribute them was not deemed necessary. Any in-depth study, however, should review the grant procedures, particularly the Student Aids Program.

The above discussed programs are in existence to identify and meet some special need. The Manpower Development and Training Program was instituted to assist unemployed youth and adults through full-time post-secondary vocational and technical programs. The Highway Safety Programs and the Adult Basic Education Programs were instituted to meet and solve some need or deficiency.

Each program and the allocation of funds within programs should be evaluated periodically to determine if the funds are, in fact, meeting these special needs. In addition, the allocation process should be reviewed each year to determine if the funds are being placed in programs with the greatest need and where they will be most effective.

SECONDARY VOCATIONAL EDUCATION

The allocation of Federal Vocational dollars to the Wisconsin State Department of Public Instruction for the purpose of educating and training students in K-12 public schools is a rather unique process. Each year data are prepared to determine the percent of Federal dollars that should be allotted to secondary vocational pro-

grams. The percentage arrived at is based on the number in certain age groups of a state's citizenry. The basis for the allotment is adopted from Sec. 103 of the Vocational Education Amendments of 1968. The following procedure is used:

Age Group	*Percentage*	*Conversion to 100 Percent*
15-19	50	58.82
20-24	50	23.53
25-65	15	17.65
	85	100.00

Allocation of Age Group 15-19
Based on Births in 1951-1955

Age	*Births*		*Infant Deaths*		*Population Basis for Computation*	*Percentage*
19	87,819	–	2,182	=	85,637	19.53
18	88,941	–	2,160	=	86,871	19.79
17	88,408	–	2,069	=	86,339	19.69
16	91,570	–	2,002	=	89,568	20.43
15	92,333	–	2,175	=	90,158	20.56
	449,071		10,588		438,483	100.00

Assumptions

19 year old group is post-secondary (19.53%).

18 year old group is divided into 66.7% post-secondary and 33.3% secondary (19.79% x 66.7% = 13.20).

Computation

A. The total percentage of the age group 15-19 less the percentage attributable to post-secondary equals the percentage attributable to secondary.

B. The percentage attributable to secondary multiplied times the percentage of the total attributable to age group 15-19 equals the secondary percentage of the total Federal funds available.

1. 100% – (19.53% + 13.20%) = 67.27%
2. 67.27% x 58.32% = 39.57% or 40% = the percentage of Federal 1968 funds available for secondary school vocational programs.

The 40 percent figure calculated represented approximately $2,997,001 in secondary funds of a total of $7,490,143 Federal dollars received by the state for 1969-70 school year or fiscal year 1970. These funds were designated to be used in the following programs and in the following amounts:

I.	Basic Grants (Part B)	$2,423,886
	A. Disadvantaged	363,440
	B. Handicapped	242,293
	C. Regular Programs (unspecified)	1,818,153
II.	Consumer and Homemaking Education (Part F)	118,169
	A. Disadvantaged	39,386
	B. Regular (unspecified)	78,783
III.	Cooperative Education (Part G)	273,356
IV.	Exemplary (Part D)	47,959
V.	Research (Part C)	0

VI.	Residential (Part E)	0
VII.	Work Study (Part H)	0
VIII.	Special Needs (102B)	133,641
	State DPI Total	$2,997,011

It can be noted in Table 6.2 that the State DPI's share of Federal funds varies in each category from 0 percent to 100 percent of all Federal funds for these categories, but that the total DPI allocation approximates the 40 percent figure calculated by the age-incidence formula.

STATE DPI ALLOCATION TO LOCAL EDUCATION AGENCIES

The staff of the State Department of Public Instruction allocates the available Federal dollars received from the State Board office to local education agencies (LEA) on a project basis. Each LEA submits project proposals for each category for which funds are available. LEA's may submit any number of proposals under each category of the 1968 Federal Act. The staff of the DPI then determines the percentage of each project to be funded and the amount of money a given project will receive.

The criteria for funding LEA projects are set forth in the vocational guidelines established each year for vocational programs.[2] A point system is used with a possible total score of 100 points. The point distribution is made as follows:

I.	Manpower needs—weight: 6	Points possible—30
	A. Severe—5	
	B. Mild—3	
	C. None—0	
II.	Vocational needs—weight: 3	Points possible—15
	A. Special target groups—5	
	B. Regular groups—3	
III.	Excess costs—weight: 3	Points possible—15
	A. Unusual, high costs—5	
	B. Normal—3	
IV.	Relative ability to pay—weight: 4	Points possible—20
	A. Median or below median valuation—5	
	B. Above median valuation—3	
V.	Additional points	Points possible—5
	A. Economically depressed	Points possible—5
	B. High dropout areas	Points possible—10
	C. Demonstration or pilot projects	

TOTAL POINTS POSSIBLE—100

In each category of the above scale points are determined and multiplied by the weight to obtain the points for each section.

With the use of the scale iterated above, it is necessary that the state gather and retain accurate information and data relative to state manpower needs, state-vocational needs, excess costs, current district property valuations, economically depressed areas, and high dropout and unemployment areas. The accuracy of information is necessary if the above scale is to retain any semblance of reliability or validity. Contiguous with the foregoing statement is the fact that the State DPI is not equipped to gather or retain all of the nec-

[2]See Appendix 6.2 for priorities on expenditures for allocating State DPI funds.

essary information alluded to. Therefore, it should be incumbent on the State VTAE office to assist in compiling such data as are necessary for the proper implementation of secondary vocational programs. In particular the VTAE office can assist and cooperate with the DPI in gathering data and information concerning manpower needs, vocational needs, economically depressed areas, and high unemployment areas.

The use of a project evaluation system described above is time consuming and tedious. The State DPI office should be equipped and adequately staffed to handle the planning and evaluating function inherent in such a system.

There also is the possibility that the evaluation process, including the instrument used, is in need of revision. Both state departments should carry on dialogue concerning the use of the instrument and the need for possible revision.

Also the question may be raised as to whether the project method is the most appropriate means for distributing secondary vocational funds. One of the inherent problems with the project method is that it is difficult for local school districts to plan for these funds on any consistent year to year basis. Projects and funds may rise or fall each year depending on whether certain projects are funded. An additional problem with the project method of allocating funds was discussed in an earlier section of this chapter. Bias may be introduced in the analysis of projects when rating forms are used. Often the rater or raters are not aware that they are underrating or overrating a project. To eliminate the possibility of bias, the rating process should be done independently and with as many expert raters as are possible.

Another problem with the rating process has already been alluded to, that of the many man hours and efforts required to rate all of the project proposals. There isn't much that can be done to reduce the effort necessary to rate projects accurately. The figures calculated may be derived by using data processing or computer facilities, but this will not reduce the time factor significantly and may even be inefficient depending upon the number of projects and number of raters used. Again, however, the alternatives to the project method may not be viable and effective. It would be difficult to increase the degree of individual attention given to local needs, local ability and local effort that the project method provides. This does not preclude a statement made earlier to the effect that the rating form should be constantly analyzed and evaluated for possible revision.

In Table 6.8 may be seen another breakdown of how the State DPI allocated the available funds to local education agencies on the project basis. The reader is cautioned against attempting to read these categories as discrete areas. For example, the disadvantaged funds are used in most of the program areas but are accounted for separately because of a Federal requirement.

The column at the left represents the total cost of the approved projects. The next column contains the Federal funds the State DPI has approved for each program area. None of these dollar

amounts contain any state funds. The balance between Federal funds and total project costs are collected at the local level. The column at the right represents the percentage of total project costs supported by Federal funds for each program area.

At the secondary school level each local district that requests Federal funds must file a long-range plan for vocational education. All projects approved for funding by the Department of Public Instruction program administrator must be summarized and reported to the State Board of VTAE for ratification.

TABLE 6.8

TOTAL FUNDS AND FEDERAL FUNDS APPROVED FOR SECONDARY SCHOOL PROGRAMS, 1969-70

Program Area	*Total Project Costs Approved*	*Federal Funds Approved*	*% Federal*
Consumer and Homemaking Education	$ 134,000	$ 82,500	61
Capstone and/or Exemplary	94,000	70,500	75
Vocational Guidance and Counseling	382,800	155,500	41
Vocational Agriculture	1,182,000	434,500	37
Distributive Education	405,350	158,000	39
Business Education	1,615,000	564,000	35
Trade and Industrial	1,400,000	495,500	35
Local Vocational Education Coordination	612,000	251,200	41
Wage Earning Home Economics	76,800	30,500	40
Misc. - In-Service, Workshop, etc.	130,000	65,000	50
Disadvantaged	178,700	178,700	100
Disadvantaged	500,000	267,400	53
Disadvantaged	431,700	270,800	63
Disadvantaged	218,400	131,000	60
TOTAL		$2,997,001	

Source: State DPI Office

[1] These funds were for a special grant under the 1968 Act, Part 102b and separate from Part B funds.

[2] Disadvantaged on-the-job funds which meet the 15 percent requirement.

[3] Disadvantaged co-op programs for on-the-job and in-the-classroom programs.

[4] The sum of this column will not total this amount because of overlapping categories.

One rather discouraging finding with respect to the distribution of funds to local secondary schools was that dollars used to support these programs are deducted from operational costs for purposes of calculating general state elementary and secondary school support. One of the bases used for the calculation of general state support is operational expenditure per student; the higher expenditure per student the more state support a school will receive. Since vocational funds are deducted from the calculation of total operational expenditures, the per pupil costs drop and state support is reduced. One of the criteria used to select projects for secondary schools is their ability to pay for vocational programs. The less wealth a district has the greater chance that district's project has of being funded. In turn, if the district is poor, project money is deducted from operational costs which realizes less general state aid and therefore the process cancels out any assistance the vocational funds might provide. The possibility also exists that the deduction-from-costs process runs contrary to the 1968 Act's guidelines. One

stipulation under Section 123-11 is that Federal funds will be used to supplement state and local funds. Under the present system these funds are used as a substitute for other funds, not as a supplement. Therefore, a poor district derives little, if any, net financial benefit from Federal vocational education funds.

Financial Aids for VTAE Students

Student financial aids for those in post-secondary Wisconsin programs come in many forms. State support programs, for example, include Tuition Grants, Honor Scholarships, Leadership and Need Grants, Direct State Loans, Indian Scholarships, Teacher Scholarships, and Vocational Rehabilitation Grants. Federal programs include National Defense Loans, Work Study Grants, Educational Opportunity Grants, and others. Institutional support programs include self-help loans and employment as well as grants and scholarships.

TABLE 6.9
AMOUNT AND PERCENT OF STUDENT AID DISTRIBUTED TO POST-SECONDARY SCHOOLS IN 1969-70 BY SOURCE[4]

State support is being allocated as follows:

System	Amount (in thousands)	%
UW	$ 3,729	21.9
WSU	7,866	46.3
Private	4,475	26.4
VTA	787	4.6
Nursing	123	.7
TOTAL	$16,980	

Federal support is being allocated as follows:

System	Amount (in thousands)	%
UW	$ 4,896	32.3
WSU	6,668	44.0
Private	2,868	18.9
VTA	597	3.9
Nursing	112	.7
TOTAL	$15,141	

Institutional support is being allocated as follows:

System	Amount (in thousands)	%
UW	$ 2,592	28.8
WSU	2,069	22.9
Private	4,005	44.4
VTA	286	3.2
Nursing	65	.7
TOTAL	$ 9,017	

Almost all student aid programs experienced an absolute increase in dollars awarded over the past five years. Total assistance

[3]Richard H. Johnston, "Five Year Survey on Student Financial Aid Resources in Wisconsin, 1965-1970". (Madison, Wisconsin: Wisconsin Higher Educational Aids Board), Research Report, April 1970.

[4]*Ibid*, p. 15.

for Wisconsin student aids increased from $9.6 million in 1965-66 to $41 million in 1969-70.[5] In terms of the three major sources; state support increased from $2.6 million to $17 million; Federal support increased from $4.3 million to $15.1 million; and institutional support increased from $2.7 million to $9.0 million over the five-year period. State sponsored student aid has become relatively more important than other sources, increasing from 27 percent of all aid awarded in 1965-66 to 41 percent in 1969-70. There has been a corresponding decrease in the relative impact of both Federal and Institutional aid, i.e., Federal support has declined from 45 percent in 1965-66 to 37 percent in 1969-70, while institutional support has also experienced a percentage decrease from 28 percent of all aid in 1965-66 to 22 percent in 1969-70.

The total aid distributed to students in vocational schools increased from $298,000 in 1965-66 to an estimated $1.67 million in 1969-70. During the same period, total enrollments in the one and two-year vocational, two-year associate degree and college transfer programs approximately doubled. Federal support to vocational students increased from $207,000 in 1965-66 to $597,000 in 1969-70. The greatest increase occurred in the 1969-70 academic year as a result of increasing eligibility for Work Study and Educational Opportunity Grant funds.

TABLE 6.10
NUMBER AND PERCENT OF STUDENTS IN WISCONSIN POST-SECONDARY SYSTEMS RECEIVING AID IN 1969-70

System	Enrollment # (1)	Enrollment % of Total (2)	Unduplicated Number Aided # Of Total (3)	Unduplicated Number Aided % Of Total (4)	% Of Students Aided (5)=(3)/(1)	% Of Aid Distributed
UW	52,173	30	13,830	27	27	27.3
WSU	58,841	33	23,052	46	39	40.4
Private	32,385	19	9,536	19	29	27.6
VTA	28,780	16	3,693	7	13	4.1
Nursing	1,535	1	444	1	29	.7

The data in Table 6.10 illustrate that Vocational-Technical Districts enrolled 16 percent of all post-secondary students, were aiding 13 percent of all vocational students and were receiving 4.1 percent of all funds available in 1969-70. In the 1969-70 school year 7 percent of all unduplicated post-secondary vocational students were receiving assistance. It is apparent that vocational technical school students have not fared as well as other students in post-secondary programs. If the availability of financial aid determines whether a person without personal funds can receive vocational training, then the lack of such aid becomes a barrier to his education. If only one out of eight vocational students receives financial support compared with out out of four for all post-high school stu-

[5] *Ibid*, p. 18.

TABLE 6.11
UNDERGRADUATE FINANCIAL AID RESOURCES – 1969-70 (ESTIMATE)[6]
($ amounts expressed in thousands)

Source & Program	UW No. Amt.	WSU No. Amt.	Private No. Amt.	VTA No. Amt.	Nursing No. Amt.	Total No. Amt.	%
STATE SUPPORT							
Tuition Grant			2,100			2,100	
Honor Scholarship	265	334	139	13	13	764	
Leadership & Need	951	1,806		168		2,925	
State Loan	1,100	2,350	1,200	320	75	5,045	
Guaranteed Loan	1,272	2,880	752	200	32	5,136	
Others [1]	141	496	284	86	3	1,010	
SUB-TOTAL	$ 3,729	$ 7,866	$ 4,475	$ 787	$123	$16,980	41%
FEDERAL SUPPORT							
Nat'l Defense Loans	$ 2,420	$ 1,839	$ 1,430	$ 10		$ 5,699	
Work Study	1,097	2,612	383	370	17	4,479	
Ed. Opp. Grants	1,009	1,986	859	124		3,978	
Others [2]	370	231	196	93	95	985	
SUB-TOTAL	$ 4,896	$ 6,668	$ 2,868	$ 597	$112	$15,141	37%
INSTITUTIONAL SUPPORT							
Self-Help	$ 1,882	$ 1,980	$ 1,220	$ 274	$ 32	$ 5,388	
Grants	710	89	2,785	12	33	3,629	
SUB-TOTAL	$ 2,592	$ 2,069	$ 4,005	$ 286	$ 65	$ 9,017	22%
TOTAL RESOURCES	$11,217	$16,603	$11,348	$1,670	$300	$41,138	
Enrollment [3]	52,173	58,841	32,385	28,780	1,535	173,714	
Aid Per Student	215	282	350	58	195	237	
% Self Help	70.1	71.0	45.3	74.1	77.3	63.8	
% Gift Aid	29.9	29.0	54.7	35.9	32.7	36.2	
Unduplicated Number	13,830	23,052	9,536	3,693	444	50,555	

[1]Nursing Education Scholarships, Indian Scholarships, Non-Resident Fee Remission, Legislative Fee Remission, & State Vocational Rehabilitation, State Veterans, Teacher Scholarships, Tuition Reimbursement.

[2]Cuban Refugee Loans, Nursing Loans, Health Professions Grants, Health Professions Loans, Indian Scholarships, Vocational Rehabilitation, Law Enforcement Loans and Grants.

[3]CCHE No. 4, March 1968; CCHE No. 142, November, 1968; and Institutional Reports. (Vocational enrollment includes *1 and 2-year* vocational, 2-year associate degree and college transfer programs only.)

[6]Ibid, p. 17.

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dents and the vocational student receives $58 (on the average), then it seems a reasonable assumption that for many this "barrier" to vocational education exists.

From a state and national viewpoint, the economic desirability of allocating more economic resources—quantitatively and proportionately — for providing professional training than for providing vocational training is indeed subject to question.

Efforts should be made on the part of those who have the responsibility to investigate the student aid situation for post-secondary vocational students and determine what can be done about improving the aid distribution for vocational students relative to other aid programs.

An analysis of the data in Table 6.12 resulted in the following conclusions:

1. The aid per student indicated that average vocational aid has been significantly less than the overall state average in each of the last five years. The average aid per student in vocational schools is estimated to remain at $58 compared with a state average aid for all post-secondary schools of $237, or approximately 24% of the state average. While it may be true that total educational cost at area vocational schools may be lower than at other post-high school educational institutions, the current figures do not suggest that the difference in costs is as great as the difference in aid available.
2. The percentage of funds allocated as self-help (loans and employment) in the vocational schools also has exceeded the overall average in each of the last five years. In 1969-70, 63.8 percent of all funds needed were in the form of loans and employment. In the same year, however, 74.1 percent of the funds needed by vocational students were in the form of loans and employment.
3. There is a trend toward the use of more Federal funds as local vocational schools receive accreditation. The possibility of more National Defense Loans, Work Study funds and Educational Opportunity Grants is increasing. In 1968-69, $241,000 in Federal funds were distributed to local vocational district students. This more than doubled to $597,000 in 1969-70 with the participation of more vocational schools.

Some Possible Implications of the Kellett Commission Recommendations

The Kellett Commission suggests that the State provide for local property tax relief in the amount of $32 million ($30 million operating costs and $2 million in debt service cost) by financing the system of Wisconsin Technical Colleges from revenues generated by income, sales, and excise taxes. In essence the Commission stated that it could not discover any compelling reason why it (Vocational-Technical education) should be financed any differently than any other higher education program. The Commissions' rationale for doing so rests on the basis that state taxes are less costly to collect, closely related to ability to pay, more fairly administered and place the burden of programs with diffuse social benefits on a broader

TABLE 6.12
UNDERGRADUATE FINANCIAL AID RESOURCES – 1965-66 TO 1969-70[7]
($ amounts expressed in thousands)
VOCATIONAL TECHNICAL INSTITUTES

Source & Program	1965-66 No.	1965-66 Amt.	%	1966-67 No.	1966-67 Amt.	%	1967-68 No.	1967-68 Amt.	%	1968-69 No.	1968-69 Amt.	%	1969-70 Est. Amt.	%
STATE SUPPORT														
Tuition Grant										23	7		13	
Honor Scholarship				10	5		20	8		452	129		168	
Leadership & Need				200	88		350	139		649	300		320	
State Loan	150	73		285	129		555	264		489	386		200	
Guaranteed Loan										301	52		86	
Others [1]	20	9		30	11		60	34						
SUB-TOTAL	170	82	28	525	233	51	985	445	56	1,923	874	67	787	47
FEDERAL SUPPORT														
Nat'l. Defense Loans	20	10		5	2		5	2		13	3		10	
Work Study	465	197		410	168		650	256		555	133		370	
Ed. Opp. Grants				55	31		125	49		237	76		124	
Others [2]				10	3		5	2		137	29		93	
SUB-TOTAL	485	207	69	480	204	44	785	309	39	942	241	18	597	36
INSTITUTIONAL SUPPORT														
Self-Help	35	1		180	9		295	19		930	190		274	
Grants	80	8		170	14		320	23		68	8		12	
SUB-TOTAL	115	9	3	350	23	5	615	42	5	998	198	15	286	17
TOTAL RESOURCES	770	298		1,355	460		2,385	796		3,863	1,313		1,670	
Enrollment [3]		15,612			16,900			20,220			26,346		28,780	
Aid Per Student		$19			$27			$39			$50		$58	
% Self Help		96.4			68.7			70.3			78.5		74.1	
% Gift Aid		3.6			31.3			29.7			21.5		35.9	
Unduplicated Number		N/A			N/A			N/A			3,097		3,693	

Footnotes: 1, 2, 3 (See Table 6.11).

base. The Commission's discussion is correct from a technical standpoint. However, there are other sides of the argument for complete state administered funds. The degree of local control, it could be suggested, would be minimal in a state administered support program. Reflection of local and regional needs in district vocational technical school curricula could become a sublimal consideration if state allocation methods turn to state means of financing the program. Caution must therefore be given to legislators and state administrators who introduce and pass laws affecting the funding of district vocational technical schools. Assurance must be made that locally determined needs and the resultant programs are given a fair hearing along with state-determined needs and programs.

The social benefits that accrue to a state and the Nation as a whole are a recognized result of any funding program. One of the paramount and overwhelming testimonies for state and Federal support of education is that higher level support funds for local programs will yield benefits to citizens of the state and nation. The rapidity with which the graduates of vocational-technical programs disperse and the mobility with which they move within and without a state attests to the fact that state and Federal agencies have a broad funding responsibility.

The interrelations and functions of each of the sub-Boards of the State Education Board are not completely explicated in the Kellett report. It is apparent, however, that the Governor would have rather broad and extensive appointive powers over the State's education system. Just how the financial component would operate and the responsibility each Board would have with regard to financial resources and inputs is not stipulated. It is manifestly evident that the organizational arrangement recommended by the Commission does not suggest an arrangement by which the local citizen and taxpayer can express his concern about the needs and expenditures of funds for local VTAE programs. Any organizational structure that cannot be responsive to local ideas and concerns would be operating in a synthetic outer-directed system.

New Directions

The information and data needed to make adequate decisions about programs, project proposals, Federal guidelines, and the allocation of funds, tends to overwhelm an outsider attempting to glean a semblance of understanding about the financial operations of the vocational education structure. This is not to criticize the present system. The problem is compounded, as in no other system, by the large degree to which the Federal Government is involved in the financing and resultant guidelines of state vocational programs. The State Board and its staff must be not only concerned with state funds and procedures but must incorporate within the state system model the necessary Federal commitments.

The particular inference that must be made after looking at the total financial operation of Wisconsin's Vocational education system is that there is a need for some type of management information system. Management Information Systems (MIS) come in many

sizes, shapes, and degrees of impact. One form of MIS is the Planning Programming and Budgeting System that pervades the thoughts of managers in governmental and private institutions at the present time. PPBS is a form of MIS that has not been tested adequately to date but appears to be catching on in various institutions.

In discussing the vocational system with state directors and planners of both the State Board Office and the Department of Public Instruction, it was apparent that these people are aware of the increasingly complex nature of information and data needed to make viable decisions. At the state's central office, the financial director is working on an accounting system which will help identify cost information by fund, project, cost center, location, class, and function. The finance office is to be complimented on its forward looking approach to this much needed system. State office personnel are not the only people who should be working with this kind of information, however. It is recommended that the state finance office automate this process to the extent feasible and make cost data available to local district directors and appropriate other local finance managers. District administrators are usually in a position of not being able to afford the computer hardware necessary to implement a cost data gathering complex. Raw data could be forwarded to state personnel, who in turn could have it processed and returned to the districts. The state office is in a strategic location which enables it to take advantage of the state government's central computer facility. Finance personnel should think in terms of the possibility of a terminal at the central office which is tied in with the state computing center. The computer terminal operation could be programmed for fast retrieval of expenditure and cost data and other departments' needs.

Hastily contrived decisions concerning such a system are usually catastrophic if implementation occurs too rapidly. A total and adequate MIS will require much planning and thinking concerning the structure of such a system and what its function will be.

The personnel requirements would need some updating if such a system were adopted. A computer specialist should be included at the outset of any initial move in this direction. The state's central office operation is at the point where it must have reliable and comprehensive data and information at hand to do an effective job. Even at this point the central finance office could use additional accounting personnel and the State Department of Public Instruction vocational education division could use additional planners in the project selection process and to assist in gathering and assimilating relevant information with which to make decisions. As state and Federal projects and funds increase, the demand and need of an effective finance operation will continue to grow and request more personnel and resources to do its job. Some form of a management information system will help alleviate a great many of the problems and should be able to contribute in a meaningful way, to the growth period that lies ahead.

STATE AND LOCAL PERSONNEL

The review of the administrative and supervisory activities conducted as a result of the 1968 Vocational Technical Amendments was undertaken using two methods of gathering information. The first method was a series of open ended questions sent to Directors of State Vocational Districts and Local Vocational Education Coordinators in the State of Wisconsin. The second method employed was a series of interviews with members of the State Vocational, Technical and Adult Education Staff and the State Department of Public Instruction. At the State Office levels only those individuals were interviewed who had broad administrative and supervisory responsibilities for programs.

It was the intent of this section to examine the administrative provisions of the 1968 Amendments to the Vocational Education Act and the processes of implementation of these provisions. It was *not* the intent of this study to review or assess administrative procedures within the agencies themselves. Essentially, the question faced was, "What are you required to do, administratively, to fulfill the spirit and conditions of the 1968 Vocational Education Act?" Since there are usually positive and negative results in any human program, an attempt was made to identify these as they had occurred and to determine what steps, if any, might be taken to modify the requirements of the Act to produce better outcomes in the State of Wisconsin.

The following portion of this report deals with the interviews conducted at the state level. A second portion dealing with the questionnaire sent to Directors of Vocational, Technical and Adult Education Districts and Local Vocational Education Coordinators will follow. The final section will display conclusions related to the implementation of administrative and supervisory responsibilities of the Act.

The two major questions investigated during the interviews were:

1. What are the major strengths you have encountered in the implementation of the 1968 Vocational Education Act?
2. What are the major problems you have encountered in the implementation of the 1968 Vocational Education Act?

The interviews attempted to direct the question in terms of the national, state and local level. The interview results, however, centered heavily on the Act and the national level.

The summary of replies to the two major questions are found below. This summary is limited to the two major questions. Other points which emerged from the interviews are discussed later in this section.

Strengths of the 1968 Vocational and Technical Education Act

A. Review of the problems of the disadvantaged
   1. Focused attention on metropolitan areas.
   2. Caused the state staff to look at manpower needs and "ability to pay-factors" which had not been highlighted previously.
   3. Gave new direction to the state staff in terms of energies and services directed to the disadvantaged.

B. Buildings
   1. Forced a reconsideration of criteria and planning process based upon earlier statements in the state plan.
   2. Caused a more thorough integration and planned interest in vocational technical training at the high school level.
   3. Caused consideration of increased cooperative arrangement between high school and post-high school programs.

C. Financial Resources
   1. Reallocation of monies to program based on
      a. percapita income
      b. dropouts
      c. unemployment in a particular area
   2. Monies were disbursed to the local districts according to an established criteria.

D. Programs
   1. Related needs to each area of the state.
   2. The first emphasis was on developing quality programs, learning from these programs.
   3. Developed programs that would not be operating otherwise because it allowed 100% funding for the handicapped.
   4. Caused a more thorough interest in program at the K-12 level.

E. Coordinative Functions
   1. State plan was implemented through imagination and work of individuals in the local district.
   2. Provided opportunities to work with other agencies in identifying and aiding the disadvantaged.
   3. The establishment of the LVEC as a middle manager in the secondary school district was an important step in gaining a commitment to vocational and technical training.
   4. The involvement process on the state and local level has been good for creating interest in vocational-technical education

Weaknesses of the 1968 Vocational Education Act—
Federal Guidelines

1. The guidelines were too voluminous.
2. Guidelines changed so frequently during the first nine months that they became an impediment to the planning process.
3. The united States Office of Education was not sure of the direction of the program initially.

4. The use of restrictive definitions and regulations was a major problem.
5. The fact that exemplary projects must meet all five criteria made it difficult for projects to occur outside the classroom.
6. There was not enough room for judgment to be exercised by the state.

Funding Process

1. Funds from the Federal level were not available as scheduled because of the delay in appropriations.
2. Monies appropriated for planning were not provided to the state as expected.
3. No long-range planning could occur for utilization of Federal funds since they were allocated on a yearly basis and only after approval of program, review and approval of state plans.

Planning Process

1. Lead time for adjustment to new programs was limited.
2. There was not enough input to the states through in-service training in planning and evaluation.
3. There was not sufficient time for involvement of district level staff on the initial plan.
4. Renewal of section 2 and 3 of the state plan on an annual basis requires one year lead time.
5. Reworking of annual plan requires provision for staff time (1.75 man years of work).

Project Review Process

1. The review process demanded 20-80% of the staff's time for a two month period.
2. The review process required four to eight weeks of total staff time.

Building Utilization

There are increasing demands being made on vocational facilities by elementary-secondary and vocational districts. The problems in sharing occur during prime educational hours. The cost of contract services by high school districts discourages such arrangements.

Work Load

Vastly increased administrative requirements dramatically increases the work load.

Staffing

No extra staff allocations were provided to district or state levels, despite increased work load related to the 1968 Amendments.

VOCATIONAL TECHNICAL STUDY – STATE LEVEL PERSONNEL

The preceding were comments on the major strengths and weaknesses of the Vocational Technical Act as viewed by personnel

of the State Vocational, Technical and Adult Education staff and the Department of Public Instruction.

During the course of the interviews, several themes began to emerge regarding the primary objectives of the program and the problems in working with the Act.

1. The Act itself served an important function in Wisconsin by focusing closer attention on the disadvantaged as well as a reassessment of the problems facing these individuals in the state. This reassessment required that the amendments and their implementation become the number one priority of the state staff for a period of six to eight months. The development and implementation of the program dimensions of this Act would have served to weaken the on-going state program, had the state staffs not devoted extra hours and efforts to the maintenance of the on-going program.

   In analyzing the administrative impact of this Act, certain factors emerged:

   A. The project review process was extremely time consuming once it began and required up to 80% of the staff's regular working time for this purpose during the duration of the review process. This process included reading and evaluation as well as suggesting proposal improvements.

   B. The funding process and the delay in appropriations allowed no long range planning since funding was at best uncertain. Consequently, activity related to implementation of the 1968 Amendments was on a "crash" basis. Inevitably this resulted in wasted effort and frustration on the part of those doing the work. Further, utilization of funds was perhaps not maximized to the extent possible since the funding period without carry-over, often encouraged hasty action in order to commit funds.

2. The guidelines for the program were retsrictive to the extent that little discretion was allowed the state in evaluating programs and determining utilization of the program resources.

   A. Funds to provide certain supportive services such as day care centers for parents at the poverty level.

   B. The development of effective programs at the local district level anticipates a need for new personnel to devote themselves to this specific task. At this point new programs were implemented with existing staff and little, if any, additional personnel. If a priority was to be maintained in the areas outlined in the 1968 Amendments, some additional staff would be necessitated to maintain this priority. If such staff would not materialize at the district level in particular, one could expect that the priorities established in the 1968 Amendments would be lost as other priorities within the state and budget reassert themselves.

   C. If exemplary programs are to be encouraged, more adequate funds for development, research, and evaluation of

such programs should be allocated with a provision for staff time to supervise and evaluate the actual implementation of the programs.

3. The 1968 Act was a catalyst in strengthening on-going cooperation between the State Department of Public Intsruction and the Wisconsin Vocational, Technical and Adult Education System.
4. Staff development and training to prepare local personnel for implementation of the 1968 Vocational Education Act though performed hurriedly was adequate. However, credit must be given to the State Board staff for their efforts.
5. The project method as a means of focusing programs for the 1968 amendments was essentially a satisfactory process of allocating funds.
   A. A major point made previously was the large amount of time which was devoted to reviewing these projects.
   B. The state staffs have not actively explored alternative to the project method at this point in time.
6. The high school program as related to the 1968 Vocational Technical Amendments is dependent upon two factors for implementation.
   A. The philosophy and orientation of the local school districts, its Board of Education, the administrative and teaching staff.
   B. The skills and ability of the local vocational education coordinator.

An additional factor which has not been dealt with is the financial aid pattern of the State of Wisconsin which discriminates against Formula A school districts receiving Federal aids which tends to decrease the impact of financial aid based on district need. A more thorough discussion of this will be found in the financial section of the report.

VOCATIONAL TECHNICAL STUDY—LOCAL, DISTRICT PERSONNEL

The second portion of this section is a district assessment of the effect of the 1968 vocational amendments.

Instruments were developed to measure the impact of the 1968 Vocational Education Act on the State of Wisconsin as perceived by the Local Vocational Education Coordinator (LVEC) and the District Director of Vocational, Technical and Adult Education (DA).[1]

Instrumentation

The respondents were asked to identify the problems or conditions that were perceived as handicaps in the administration of the vocational programs. Secondly, the respondents were asked to identify any problems that were encountered while working with the state vocational staff, either the Department of Public Instruction or the State Vocational Board staff. The respondents were asked to identify the kinds of additional assistance needed from the

[1]Appendix 7.A, 7.B.

respective state vocational staff, either the Department of Public Instruction or the State Vocational Board staff. The respondents were asked to identify the major problems associated with the "project method" of funding programs for vocational education; to indicate whether the criteria for project approval priorities were sound and to explain the reason for their response; to indicate whether the "project method" of funding accomplished the purpose of making funds available where the need was the greatest in each of the funding categories and; finally, to identify and explain the impact of the Vocational Amendments to the 1968 Act on the vocational educational program.

Analysis of Data

Interpretation of the data obtained from the return of the completed instruments will be presented in two parts. The first part will be the responses of the Local Vocational Education Coordinators who work at the secondary level and who will be referred to as LVEC's, and, the second part will be the responses of the District Administrators. Responses to both sections will be presented in the following order:

1. Problems, Conditions and Handicaps Encountered in the Administration of the Vocational Program
2. Problems Encountered with the State Vocational Staff
3. Kinds of Additional Assistance Needed from the State Vocational Staff
4. Major Problems with the "Project Basis" System of Funding Programs
5. Evaluation of the Criteria for Project Approval Priorities
6. Impact of Vocational Amendments of 1968 on the Vocational Program

Interpretation of LVEC Responses

There were fifty-seven LVEC's who completed and returned the instrument. A cursory examination of the completed instruments reveals that the size of the school districts represented in this investigation ranged from the small, rural districts to the large, urban districts. Those responses that were most frequently identified by the LVEC's for each of the questions contained in the instrument will be discussed.

Problems, Conditions or Handicaps Encountered in the Administration of the Vocational Program. The LVEC respondents identified the following seven problems, conditions or handicaps that were encountered in the administration of the secondary vocational education programs:

1. Lack of understanding by the secondary administrators of vocational education program objectives.
2. Lack of authority allocated to the LVEC in decision-making concerning the Vocational Education Program.
3. Uncertainty of the funding for programs at the local level.
4. Lack of facilities and equipment for secondary vocational education programs.
5. Lack of qualified personnel to teach vocational education.

6. Lack of vocational education guidance and counseling personnel.
7. Difficulty in complying with the "capstone curriculum".

The respondents indicated that the local administrators, Boards of Education and teachers generally lacked an understanding and appreciation for the objectives of the secondary vocational education program.

A corollary to the lack of understanding of the vocational program objectives was the identified lack of authority allocated to the LVEC by the local administrator in the decision-making process. The respondents indicated that in general, the LVEC's were not allocated authority for or involved in decisions affecting the local vocational education programs.

Another problem identified by the respondents in the administration of the secondary program was the uncertainty of funding for the vocational programs. The uncertainty stemmed from the element of timing between program proposals and program funding which was a function of the Federal Act and its subsequent appropriations.

A lack of adequate facilities and equipment necessary for secondary vocational education programs was identified by the LVEC's as a major handicap in the administration of the local program.

The respondents also indicated that there was a lack of qualified vocational education teachers for the secondary programs in addition to an inadequate number of guidance and counselor personnel with an orientation to Vocational Education.

The LVEC's indicated that it was difficult to comply with the "Capstone Curriculum". The majority of respondents who identified this handicap were representative of the smaller school districts. The reasons given for the difficulty encountered in complying with the "Capstone Curriculum" were the lack of funding and the lack of qualified teaching personnel that were available to the smaller districts.

Problems Encountered with State Vocational Staff — Department of Public Instruction. The LVEC respondents indicated that there were four major problems encountered in working with the state vocational staff of the Department of Public Instruction.

1. Lack of contact and communication between the LVEC and the state staff.
2. Inadequate number of state staff to perform a supervisory role.
3. Lack of state leadership in the development of curriculum at the local level.
4. Lack of state staff sponsored professional conferences and "in-service" training sessions for the LVEC.

The LVEC's indicated that there was little if any communication between the state staff and the local district personnel. Personnel visits were infrequent and consequently, communication was not as strong as the LVEC's would like.

The LVEC's indicated that there were not enough state staff to do an adequate job of supervision of the vocational program. The

lack of state staff leadership in the development of curricula for the local districts was identified by the LVEC respondents as another problem that was attributable to the state staff as well as a lack of state staff sponsored professional conferences and "in-service" training sessions for the local vocational personnel.

Summarily, it would seem that all four of the identified problem areas are in part attributable to an understaffed state staff for vocational education in the Department of Public Instruction.

Kinds of Additional Assistance Needed from the State Vocational Staff — Department of Public Instruction. There were four areas in which the LVEC respondents identified a need for additional assistance from the state staff.

1. Planning the vocational programs at the local level.
2. Evaluating the local vocational program.
3. Increasing the communication and contact between the LVEC and the state staff.
4. Increasing the vocationally-oriented guidance and counseling staff.

The LVEC's indicated there was a need for more state staff assistance in planning the vocational programs to better meet the needs of the community and to more effectively utilize the resources available to the local secondary program. Assistance from the state staff was deemed necessary by the LVEC in the area of evaluating the local secondary programs. Tangental to the previously mentioned needs was the need for more frequent contact and communication between the local and the state vocational personnel. The LVEC identified a need for more and better qualified guidance and counseling personnel with a vocational orientation.

Major Problems with the "Project Basis" System of Funding Programs. There were three major problems identified with the "project basis" system of funding the vocational education programs at the secondary level.

1. Time lapse between the program proposal and the program appropriation.
2. Major emphasis of the '68 Amendments was on the handicapped and disadvantaged categories of programming.
3. Too low a percentage of the programming was funded.

The greatest problem encountered with the "project basis" system of funding was the time lapse between the program proposal and the program appropriation. The time lapse that was experienced was largely a function of the mechanics of the Federal government. The "ear-marked" or categories of funding placed a major programming emphasis on the handicapped and the disadvantaged groups of people, thereby, all but eliminating the smaller districts without these categorical programming needs. The majority of respondents who indicated that the ear-marked or categorical funds were a major problem encountered with the "project method" of funding were representative of the smaller or medium size districts.

Another problem was the low percentage of Federal program support that was received. The respondents indicated that the

school districts were forced, because of the low percentage of funding, to underwrite the program expenses at the local level.

Evaluation of the Criteria for Project Approval Priorities. The LVEC respondents identified four considerations regarding the effect of the criteria for project approval priorities.

1. The criteria facilitated continuation of existing vocational programs.
2. The criteria placed greater emphasis on the administration of vocational education.
3. The criteria placed too much emphasis on the program needs of "disadvantaged and handicapped" people.
4. The criteria lacked emphasis for increasing the quality and quantity of guidance and counseling personnel.

The respondents indicated that the criteria for project approval were conducive to the continuation of established vocational education programs. Although, the respondents identified that a greater emphasis was placed on the administrative expenses of vocational education as a result of the criteria for project approval priorities.

It should be noted that the LVEC respondents indicated that there was too much emphasis placed upon the programming needs of the handicapped and disadvantaged people as a result of the criteria for project approval. The respondents that were representative of the small to medium sized districts, felt there was not enough flexibility within the criteria to meet the programming needs outside of the handicapped or disadvantaged areas. Finally, the LVEC respondents indicated that there was a lack of emphasis placed on the development of more guidance and counseling personnel with a vocational orientation.

Impact of the Vocational Amendments of 1968 on the Vocational Program. The LVEC respondents identified five areas of impact that the 1968 Vocational Amendments had on the secondary vocational programs.

1. Greater emphasis on the "disadvantaged" and "handicapped" programming categories.
2. Incentive for initiating new programs.
3. Continuation of existing vocational programs.
4. Provided additional staff.
5. Greater emphasis on the need for vocational education.

The respondents agreed that the 1968 amendments placed a greater emphasis on the programming needs of the disadvantaged and handicapped people. Continuation of existing programs and incentives for initiating new programs were deemed important effects of the 1968 Amendments by the LVEC respondents. The 1968 Amendments provided for additional staff and emphasized the need for vocational education at the secondary level.

Interpretation of District Administrators Responses

There were eleven district administrators who completed and returned the instrument. Respondent choices reveal trends.

Problems, Conditions or Handicaps Encountered in the Administration of the Vocational Program. The district administrators identified seven problems, conditions or handicaps that were en-

countered in the administration of the post-secondary vocational education programs.

1. Uncertainty of funding.
2. Lack of facilities and equipment.
3. Restrictive control of local program by state staff.
4. Lack of staff.
5. Too much time devoted to preparing project proposals.
6. Lack of high percentage of funding of vocational program.
7. Negative attitude of students toward vocational education.

The district administrators indicated that the time lapse between submitting a project proposal and receiving approval for said project is too long, in addition to the chance that the project might not be funded at all. A lack of adequate facilities and enough equipment was identified as a problem in the administration of the vocational education program.

The restrictive controls of the state staff were considered to be another problem encountered by the district administrator respondents. The lack of enough staff at the district level and the amount of time demanded by formulating project proposals was a major handicap to the district administrator respondents.

The district administrator respondents indicated that the districts were not receiving a high enough percentage of program funding. Finally, the negative attitude toward vocational education was considered by the district admnitsrator respondents to be a major problem encountered in the administration of the district program.

Problems Encountered with State Vocational Staff — VTAE State Board Staff. The district administrator respondents identified seven major problems encountered in working with the state vocational staff of the State Board.

1. Resistance of vocational staff at local and the state levels to integrate the vocational education and the college transfer programs.
2. Not enough autonomy granted to the local districts by the State Board.
3. Lack of continuity in leadership exerted by state staff.
4. Inadequate or incorrect information disseminated by the State Board staff.
5. Lack of uniform procedures established by the State Board staff.
6. Lack of State Board evaluation of the district program.
7. Federal legislation is too restrictive.

The district administrator respondents indicated that there was a great deal of resistance on behalf of both the District and State Board staff to integrate the vocational education with the college transfer programs. The districts lacked enough autonomy to function effectively according to the district administrator respondents. The respondents pointed out that the State Board staff leadership and directives were at times inconsistent with the needs of the local districts. There appears to be a lack of continuity of the State Board staff leadership in program and curriculum development.

Inadequate or incorrect information that is disseminated by the State Board staff is also viewed as a problem by the district administrator respondents.

A lack of uniform procedures established by the State Board staff and a lack of State Board staff evaluation of the district programs are considered to be other problems encountered by district administrators.

Finally, the Federal legislation was viewed by the district administrator respondents as too restrictive to meet the needs of all the districts.

Kinds of Additional Assistance Needed from the State Vocational Staff—VTAE State Board Staff. The district administrator respondents identified seven areas in which additional assistance from the State Board staff was needed by the districts.

1. More assistance in developing exemplary programs.
2. Consultive assistance.
3. Financial support for expensive programs.
4. Systems accounting for local district.
5. More and better dissemination of information concerning procedures.
6. More assistance in developing project proposals.
7. More flexibility of criteria for project approval.

The district administrator respondents indicated that the districts could use more assistance from the State Board staff in developing exemplary programs. More of a consultive relationship between local and State Board staff instead of a supervisory one was thought desirable by the district administrator respondents. Additional support from the state for the more expensive programs was indicated as another area the district needed more State Board assistance.

The development of a systems approach to budgeting for the local districts was considered to be an area where the State Board staff could offer additional assistance. More and better methods of disseminating information concerning procedures and expectations established by the State Board staff was considered an area of needed assistance. The district administrator respondents concurred that there was a need for the State Board staff to sponsor seminars in the mechanics of proposal writing to reduce the misunderstandings and misconceptions held by the districts. The respondents also indicated a need for greater flexibility in the criteria for project approval to better meet the needs of all the districts and not just the districts who qualified for "handicapped" and "disadvantaged" programs.

Major Problems with the "Project Basis" System of Funding Programs. There were three problems associated with the "project basis" of funding programs according to the district administrator respondents.

1. Uncertainty of program funding.
2. Time lapse between submitting program proposals and receiving program approval.

3. Lack of funding outside the categories of the "disadvantaged" and "handicapped" categories of programming.

The district administrator respondents indicated that the element of uncertainty of whether the projects would ultimately be funded was a major disadvantage of the "project" method of funding programs. This problem in conjunction with the time lapse experienced between submitted and ultimate approval of the program proposal posed serious handicaps to the programming needs of the districts. The lack of program funds outside of the disadvantaged and handicapped categories proved to be another problem associated with the "project" method of funding district programs.

Evaluation of the Criteria for Project Approval Priorities. The district administrator respondents identified two major criticisms of the criteria for project approval priorities.

1. Lack of lead time needed for adequate long-range planning.
2. Too restrictive to meet the needs of all the districts on all equitable basis.

The respondents indicated that the project approval system for funding district programs did not allow enough lead time to adequately plan for the integration of state and Federally funded with locally funded programs, thereby reducing the overall effect of the districts' vocational education program.

The respondents agreed that the criteria for project approval were too restrictive and did not uniformly meet the needs of all the districts. It appears that the criteria favored program proposals developed for the handicapped and disadvantaged. Since all the districts did not have these programming needs, they consequently operated at a considerable disadvantage in competing for program approval.

Impact of the Vocational Amendments of 1968 on the Vocational Program. The district administrator respondents identified four major impacts on the District Vocational Education Program of the 1968 Amendments.

1. More emphasis on disadvantaged and handicapped categories of programming.
2. Allowed more equipment to be purchased.
3. Initiated new programs.
4. Forced re-evaluation of district priorities in lieu of 1968 Amendments.

The major impact of the 1968 Amendments was the new emphasis placed upon the disadvantaged and handicapped categories of programming at the district level. The Amendments made additional funds available for purchasing new equipment for the vocational education programs.

The Amendments stimulated new programs at the district level and also forced the districts to re-evaluate their programming priorities in lieu of the 1968 changes.

Conclusions

The two approaches used to examine the reaction of key administrative and supervisory staff members yielded many items worthy

of further study and consideration. The findings set forth in this section of the report form the basis:

A. of baseline information helpful in determining progress in overcoming some well delineated obstacles in the years ahead,
B. for a number of recommendations on the part of the Advisory Council that should result in improved working relationships and conditions for district personnel,
C. for some important decisions on the part of the State Board in simplifying procedures for project evaluation and funding,
D. for an assessment of the role of the LVEC in the administrative structure, the role of the district in state planning and similar areas where greater involvement seems important to the personnel concerned.

The nature of the studies described herein provide an excellent insight into the kinds of cogent assessment that result from an evaluative process that involves those responsible for progress at the local level.

Possibly, the basis for an evaluation technique usable by the Council is suggested in the meaty reactions chronicled in this section.

PROFESSIONAL GROWTH AND DEVELOPMENT

The need for uniquely qualified personnel to work with vocational students was discerned by those who formed the first Federal legislation supporting training in the occupations. The Vocational Education Amendments of 1968 with its increased emphasis on serving the needs of all people strongly underscores the importance of both the pre-service and in-service growth and development of teachers, coordinators, counselors, supervisors, and administrative staff.

Vocational education teacher preparation is of such importance that one will find provisions for it in the Act itself (PL 90-576), in the Federal regulations covering State Vocational Education Programs,[1] in state plans prepared by State Board for vocational, technical, and adult education personnel, in agreements between the State Board and teacher training institutions and in other equally significant writings. The states have taken a variety of approaches to meeting the teacher training needs of local and state staffs. What is significant, as well, is that approaches to meeting the teacher preparation problem seem to shift with the movements in program emphasis.

All too frequently when considering professional growth and development, there is the tendency to consider the institutions of higher education as the sole source of teaching staff. This approach has some validity in the fields of agriculture and home economics, and to a lesser degree in the office occupations area. On the other hand, teacher supply in the trades and industry, technical, and health fields is to be found in the ranks of qualified persons employed in these occupations. To a lesser degree this latter arrangement holds true in the field of distribution and marketing as well.

The tendency to think of teacher preparation on an "either or" basis limits ones insight when examining the staffing problems confronting educational administrators, teacher educators, and supervisors. Further, one finds biases built up around the "background through which the individual came". Teacher education discussions frequently find the participants divided into separate camps. Too often those considering the area of professional growth and development examine the problem from one point of view only, i.e., the institution *or* the occupation.

What is needed at this point in time is a recognition that professional staff members *do* come into teaching in vocational education from both areas. The problem is to provide adequate teacher preparation activity to meet the needs of all persons coming into the field from either source. The problem is to provide an understanding of the importance and significance of bona-fide wage earning employment in an occupation as a prerequisite to practically approaching the problems encountered in teaching at the vocational and technical levels.

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[1]Federal Register, Vol. 35, No. 91, May 9, 1970, Washington, D.C., Department of Health, Education & Welfare, p. 7339.

The spectrum of courses to be offered and the range of services to be provided within a state to meet the needs of all who come into vocational teaching positions is rather impressive. To provide these services requires the best efforts of the state staff and those of the cooperating teacher training institutions.

Courses in methods, philosophy, organization, planning, and the like available to the craftsman, technician. or professional coming into teaching from occupational employment are needed and they must occur early in the transitional process. These courses must be sharpened to the razor's edge in terms of information and techniques considered to be in the "currently must-know" category. The question, who is best prepared to deliver such course content is an interesting one.

Teachers of apprentices in evening schools and those handling special classes need contact with skilled teacher trainers if quality instruction is to be the standard. How does a state provide the field services needed to make contact with these teachers? How much professional help is given these teachers? Such questions often go unanswered.

Home economics has become actively involved in providing instruction in wage earning occupations. Are the approaches to equipping young people to succeed in paid occupations those that persons experienced in the occupation recommend? This question and other questions like it need answers.

It is not possible to explore all facets of professional growth and development within the span of a few pages of this report. Occupational competency is a recognized teacher prerequisite in a wide range of vocational subjects. The institutions of higher education possess much greater know-how and capability in the preparatory and in-service teacher training areas than is being utilized. The needs of teachers, supervisors, coordinators and administrators are sufficiently broad and complex to require the best efforts of the institutions, agencies, and state staff members.

The size of the problem of providing professional development activity for Wisconsin may be assessed from Graph 8.1 which shows the distribution of more than 5,100 teachers throughout the occupational areas. Additional detail concerning secondary and post-secondary teaching assignments and the number of full-time and part-time teachers employed may be gained from Graphs 8.1 and 8.2 respectively.

Table 8.1 shows the teachers of courses for persons with special needs.

The question, what constitutes an optimum program of personnel development for vocational education in Wisconsin is of concern to everyone in the program. It is the purpose of this chapter to explore many aspects of this question and the approaches the state is making in the development of persons who impact heavily upon the quality of educational offerings in the schools of the state.

Training of Personnel

The state board staff assumes the major responsibility for the training of vocational education personnel in Wisconsin. Arrange-

TABLE 8.1
NUMBER OF ADULT TEACHERS

Vocational Programs	Full-Time	Part-Time	
		Post-Secondary Voc. Education Teachers	From Business Industry, Ed., Etc.
Distribution	2	25	59
Office	4	121	513
Health	7	14	65
Home Economics	18	25	661
Agriculture	24	6	104
Trades & Industry	27	312	769

ments for accomplishing this training is explained in some detail in the Wisconsin State Plan for Vocational Education as prescribed in Part 102 of the Federal Regulations. These regulations require that training shall be sufficient to provide an adequate supply of qualified teachers and other personnel including those capable of meeting the educational needs of disadvantaged and handicapped persons in the state. They charge the State Board with making available such pre-service and in-service training, "as is necessary to provide qualified personnel meeting the requirements of the state plan . . . ."[2]

Training of personnel may be accomplished either by the direct efforts of the State Board staff or through the efforts and offices of public or private agencies and institutions. The regulations further indicate that when training is provided through outside efforts a cooperatively developed written agreement shall be entered into and shall include the endorsement of the agency or institution and the State Board for Vocational, Technical and Adult Education. The institutions or agencies involved might be either public or private. These cooperative agreements describe the training program developed by the State Board and the agency or institution and the policies and procedures to be utilized in the evaluation of the effectiveness of the programs to be undertaken.

Persons eligible to enroll in courses resulting from the cooperative agreement are those who are teaching or who are preparing to teach vocational education students.

Essentially, the state plan provides for in-service training at the post-secondary level as a joint responsibility of the State Board staff, the local school, and various cooperating universities through workshops, seminars, meetings, resident and extension collegiate courses, summer institutes, industrial experience programs, industrial exchange programs, and sabbatical leaves.

Secondary vocational education instructional and other personnel throughout the state are provided with opportunities to improve their vocational education qualifications and competencies through activities sponsored by the Department of Public Instruction or jointly with other agencies in the state such as the State Board,

[2]*Ibid.*

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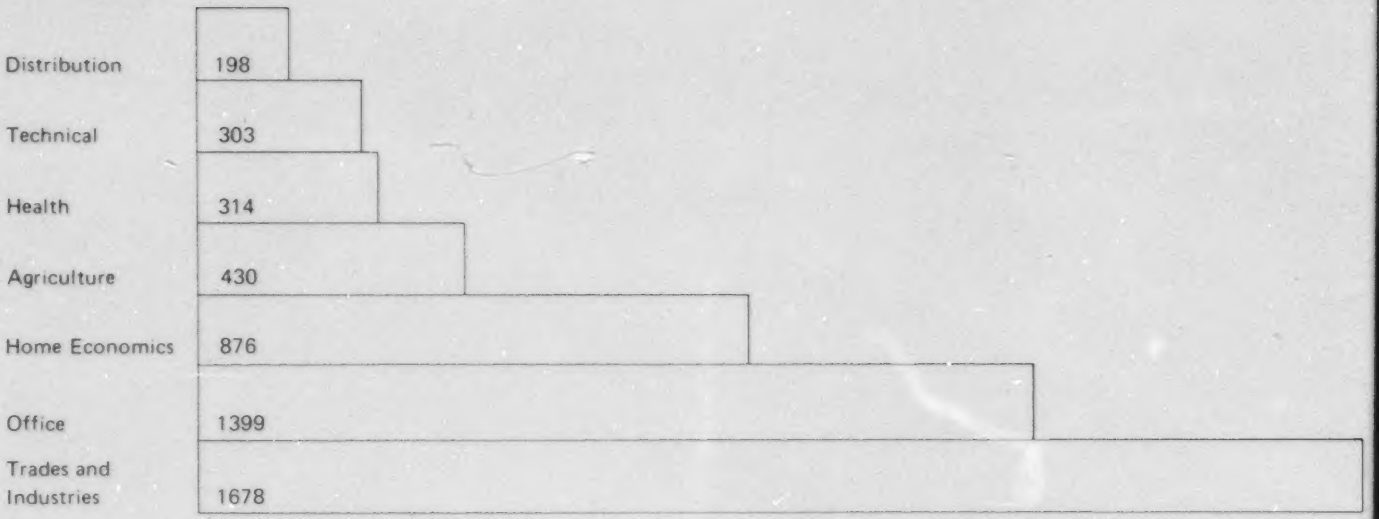
GRAPH 8.1

161

TOTAL NUMBER OF TEACHERS IN VOCATIONAL EDUCATION PROGRAMS, WISCONSIN–1969



Total Number of Teachers–5,198

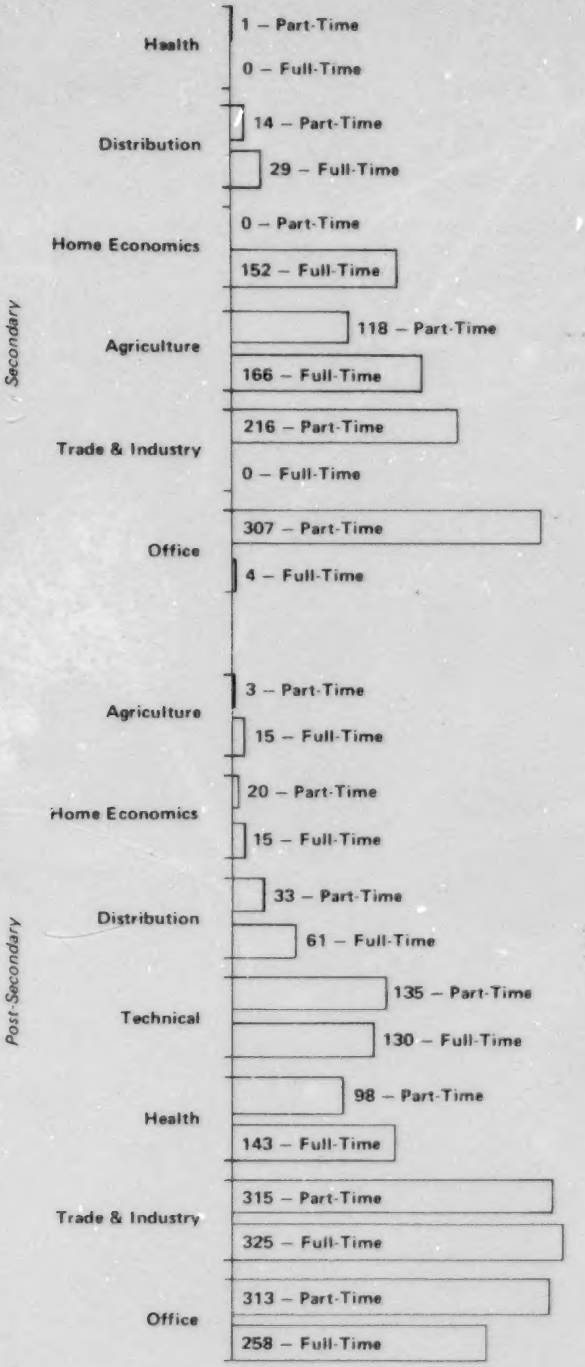
GRAPH 8.1

TOTAL NUMBER OF TEACHERS IN VOCATIONAL EDUCATION PROGRAMS, WISCONSIN–1969

Total Number of Teachers–5,198

GRAPH 8.2

TEACHING ASSIGNMENTS OF SECONDARY AND POST-SECONDARY PERSONNEL



universities and colleges, and agriculture, business and industry. Included in these improvement opportunities are summer professional development conferences; multiple-day workshops; institutes in the instructional fields, and; regional roundtables for local vocational educators.

The pre-service education of school personnel is the responsibility of the various universities and the programs are established and modified in accordance with the recommendations made by university staff, the State Director of Vocational, Technical and Adult Education, the State Superintendent of Public Instruction and other interested parties.

The members of the state staffs and teacher educators, through involvement on state advisory committees and through other kinds of coordinating or liaison activities, identify pre-service and in-service training needs and arrange for additional staff courses at the pre-service or in-service level.

Secondary Vocational Teacher Preparation

The Wisconsin Department of Public Instruction functions in an accrediting and licensing capacity for secondary vocational teacher education. Teacher education curricula of the institutions of higher education are submitted to the Department of Public Instruction for approval. The graduates of these programs, having fulfilled the designated requirements are licensed for teaching through the Department of Public Instruction.

Certification requirements for three-year non-renewable licenses for business and office-vocational; trades and industry-vocational and; distributive education are as follows:

1. All applicants must complete a 34-semester hour major in business, industrial or distributive education in addition to a course in principles, issues or philosophy of vocational education.
2. *Business and Office Education*—Certification designated business and office—vocational and trades and industry—vocational requires completion of occupational experience totaling 2,000 hours during the 10-year period preceding the effective date of certification. Up to two-fifths of the occupational experience may be secured by earning university graduate credits in appropriate technical subjects or workshops, one semester hour counting as 95 clock hours of occupational experience and one clock hour of approved workshop experience counting as up to three clock hours of occupational experience. Workshops must have prior approval of the state superintendent.
3. *Distributive Education*—Certification designated distributive education—vocational requires completion of occupational experience totaling 4,000 hours under the conditions outlined in Wisconsin Statutes 3.03 (5) (b).
4. Collegiate field experience (cooperative educational programs) resulting in college credit may be used to satisfy occupational experience requirements, each hour worked counting as up to three clock hours of occupational experience. Prior approval by the state superintendent of collegiate field experience programs is required.[4]

[4]Department of Public Instruction.

Institutions of Higher Education Offering—Vocational Education Teacher Preparation

The vocational education teacher preparation courses offered by the University of Wisconsin and the Wisconsin State Universities are in agriculture education, business education, distributive education, home economics education, and industrial education. The private institutions described in this section offer programs in home economics.

Agriculture Education

The Wisconsin State University at River Falls offers both a major and a minor in agriculture education. The Wisconsin State University at Platteville offers a major in agriculture education. The University of Wisconsin offers both a major and a minor with graduate work through the Ph.D.

Business Education

The Wisconsin State University at Superior offers both a major and a minor in business education. Whereas, the Wisconsin State Universities at Eau Claire, Stevens Point, Whitewater, The University of Wisconsin, and Mount Mary College offer the major course.

Distributive Education

The Wisconsin State Universities at Superior, Whitewater, and Menomonie offer a major in distributive education, as well as the University of Wisconsin.

Home Economics Education

The Wisconsin State Universities at Stevens Point and Stout offer a major in home economics education. The University of Wisconsin offers a major in home economics as does Cardinal Stritch and Holy Family College. Mount Mary College offers both a major and minor course in home economics.

Industrial Education

The Wisconsin State University at Platteville offers both a major and a minor in industrial education. The Wisconsin State University at Stout offers a major course, whereas, the Wisconsin State University at River Falls offers only a minor course in industrial education.[5]

It should be noted that all the institutions of higher education are not included in this report, since the Department of Public Instruction has not completed the cycle of reviewing vocational course offerings for UW-Milwaukee, Parkside and Green Bay; Carroll College; Edgewood College; Ripon College; and Viterbo College. It should be recognized however, that the inclusion of these institutions would affect only the home economics curriculum.

Certification of Post-Secondary Teachers

Certification requirements for post-secondary personnel as set forth by the Wisconsin Board of Vocational, Technical and Adult

[5]Wisconsin State University System, 1969 Yearbook.

FIGURE 8.1
2 YEAR-PROVISIONAL CERTIFICATE REQUIREMENTS

Title	*Education Within Last 10 Years*	*Occupational Experience Within Last 10 Years*	*Teaching Experience*
Teacher Assistants	2 years of college, junior college or accredited technical program. Appropriate work experience may be substituted for maximum of 1 year equivalency.	None	--
Teachers	Bachelor's degree (or equivalent).	12 months - in teaching field.	--
Academic Subject Teachers Librarians Instruc. Media-Spec.	Bachelor's degree (or equivalent).	3 months - can be in any field except education.	--
Guidance Counselors	Master's degree in guidance and counseling.	12 months - can be in any field except education.	3 yrs.
Supervisors Coordinators & other Supervisory Personnel	Bachelor's degree in appropriate field.	12 months should be able to qualify as a teacher in some field.	3 yrs.
Directors and Assistant Directors	Master's degree in appropriate field.	24 months should be able to qualify as a teacher in some field.	2 yrs.
Other Administrative Personnel	Master's degree (or equivalent).	24 months should be able to qualify as a teacher in some field.	3 yrs.

Education – Apprenticeship and journeymen experience in the skilled trades for a combined total of 7 yr. shall be equivalent to a baccalaureate degree. The above plus a baccalaureate degree shall be equivalent to a master's degree. Six sem. cr. each 2 yr. period or equivalent is necessary toward fulfilling the requirements for a standard certificate.
Occupational Experience – 2 months occupational experience or equivalent is necessary each 2 yr. period to work toward fulfilling requirements for a standard certificate. Approved education may be substituted for 1/2 of the required work experience.

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FIGURE 8.2
5 YEAR–STANDARD CERTIFICATE REQUIREMENTS

Title *Full-Time Personnel*	*Education*	*Occupational Experience - 33*	*Professional Experience - 34*
Teacher Assistants Other Ancillary Personnel	21. Philosophy of VTAE in Wisconsin - 2 cr.	None	3 yr. in certified position
Teachers Academic Subject Teachers	21. Philosophy of VTAE in Wisconsin - 2 cr. 22. Teaching Methods - 2 cr. 23. Educational Psychology - 2 cr. 24. Educational Evaluation - 2 cr. 25. Guidance and Counseling - 2 cr. 26. Bachelor's Degree (or equivalent) 27. Major in teaching area	Teachers - 24 months in teaching area Academic Subject Teachers 6 months in any occupation except education	3 yr. in certified position
Supervisors Coordinators Guidance Counselors Librarians Instructional Media Specialists	21. Philosophy of VTAE in Wisconsin - 2 cr. 22. Teaching Methods - 2 cr. 23. Educational Psychology - 2 cr. 24. Educational Evaluation - 2 cr. 25. Guidance and Counseling - 2 cr. 26. Bachelor's degree (or equivalent) 27. Major in teaching area 28. Coordination - 2 cr. 29. Supervision - 2 cr. 30. Public Relations - 2 cr. 31. Master's degree or equivalent in appropriate field	Supervisors, Coordinators, Guidance Counselors– 24 months - should be able to qualify as teacher Librarians, Instructional Media– Specialists - 6 months	3 yr. in certified position
Directors Assistant Directors Other Administrative Personnel	21. Philosophy of VTAE in Wisconsin - 2 cr. 22. Teaching Methods - 2 cr. 23. Educational Psychology - 2 cr. 24. Educational Evaluation - 2 cr. 25. Guidance and Counseling - 2 cr. 26. Bachelor's Degree (or equivalent) 27. Major in teaching area 28. Coordination - 2 cr. 29. Supervision - 2 cr. 30. Public Relations - 2 cr. 31. Master's Degree in appropriate field 32. Administration - 4 cr.	24 months - should be able to qualify as teacher	3 yr. in certified position

Life Certificate - Issued to teachers, supervisors, coordinators, counselors and directors who hold or are eligible for a standard 5-yr. certificate and attained age 55

Education encompass the education, occupational experience and the teaching background of the individual. The accompanying charts indicate provisions which must be met by persons qualifying for positions in the Wisconsin Vocational Education system.

The State Board of Vocational, Technical and Adult Education and the State Department of Public Instruction require special education courses for certification. All of these required courses are available at the University of Wisconsin.

High school teachers are expected to have obtained these courses prior to employment. Schools of vocational, technical and adult education frequently employ persons before thay have satisfied these requirements. Such persons are expected to complete the requirements within a given period of time during their early employment.

Graduate Course Work

In addition to the course work necessary to become certified in vocational education, the University offers considerable advanced course work for upgrading vocational educators. Master's and Ph.D. degrees may be obtained in curriculum and instruction including Agriculture, Distributive, Office and Business Education, Homemaking, Health and Safety Education, Educational Administration, Counseling and Guidance, Educational Policies and Educational Psychology. A specialist degree in Educational Administration is also available. Each of these degrees has various specialists which can be selected by individuals.

Master of Science—LVEC: Wisconsin State University

The Wisconsin State University at Stout has developed and is offering a Master of Science Degree program with a major in Vocational Education. This program is geared primarily to the preparation of Local Vocational Education Coordinators (LVEC) and is an example of a new program dimension designed to meet a need.

A Review of Inservice Training Activity

In 1968 the State Board in recognizing a need for strengthening the training opportunities of personnel relates that:

> A close involvement with teacher educators in the state has been carried on by the supervisors in the vocational education unit of the Department of Public Instruction. Specifically, in the area of office education and distributive education a Wisconsin council which meets three times a year had been formed to include representatives of office education and distributive education from each of the teacher-education institutions in the state which offer approved teacher education programs. These teacher educators meet with supervisors of the Department of Public Instruction and the Wisconsin Board of Vocational, Technical and Adult Education in discussing problems and concerns of mutual interest. Trade and Industrial Education supervisors frequently meet with teacher educators, and teacher educators are represented on the state advisory committee for business education and distributive education. The teacher education state committee in home economics meets regularly with supervisors of the home economics staff. Agriculture education super-

visors meet annually with the teacher education committee in agriculture to discuss and formulate programs of mutual concern and interest. A pilot program in agriculture off-farm occupations is directed jointly by state supervisors and teacher educators.

Teacher training may be broken into two segments for this discussion, preparatory and in-service.

The Wisconsin Board has contractual teacher education arrangements with Stout State University, Whitewater State University, and the University of Wisconsin.

In addition, a host of in-service teacher education activities are carried out. These include credit courses through Stout State University conducted at various points throughout the state, in-service workshops and seminars. An in-service training activity of merit in the state has been the annual Professional Growth Week. The most recent meeting was held at western Wisconsin Technical Institute in La Crosse May 4-6, 1970. Several hundred post-secondary administrators, coordinators, supervisors and guidance workers participated in the sessions. This activity sponsored by the Wisconsin Board of Vocational, Technical and Adult Education is very worthwhile and is popular as a personnel growth and development activity among vocational education personnel.

In-service teacher training also is a major function of Wisconsin Board supervisors in the various fields, such as trade and industrial, home economics, office and distributive, technical, agriculture, health occupations and the like.[6]

In 1969 —

The calendar of events for 1969 indicates 142 conferences, workshops, seminars, and similar items scheduled during the year. Some of these are out-of-state meetings or gatherings which may not have direct staff improvement implications. It is estimated that more than 90 of the events scheduled do encompass staff development foundations that would impact on program quality.

The state staff is to be commended for developing the event list. Their role in giving leadership to many of the events is praiseworthy. A better understanding of the state staff contribution to the in-service development of teachers and other personnel may be gained from an analysis of these scheduled events. It would appear that 34 items were designated as *conferences*, 27 carry the title of *workshop or institute*, while there were 19 *seminars* listed. In the area of leadership development and management training, six events were scheduled, in-service training meetings were listed on 4 occasions, planning on 2 occasions and one gathering was clearly designated as an instructor training activity.

There is the strong likelihood that sufficient information was not available to the reviewer concerning what actually took place in the other 40 odd events on the calendar to permit a value judgement as to their contribution to the in-service training of teachers. The more than 90 events that clearly indicated activity that transcends a mere meeting or gatherings of persons should be recognized as a program of considerable magnitude with definite impact on quality education.

Missing in this analysis is data on what the teacher training institutions contributed to these many conferences, workshops and

[6]Annual Descriptive Report—FY68.

institutes that were a part of the 1969 calendar. Future reports from the teacher training institutions should provide insights into their role in the updating of teachers, coordinators, and supervisors. Their role in the structuring and carrying out of phases of the Professional Growth Week should be delineated as well. Certainly teacher training activity is carried out on an organized basis as Table 8.2 clearly indicates. Better documentation of what is being done is desirable, and, as such data becomes available, more widespread distribution of the results, both quantitatively and qualitatively, would be helpful.

Professional Growth Week

The 1969 Professional Growth Week sponsored by the Wisconsin Board of Vocational, Technical and Adult Education appeared to have had the best program in this series of successful staff training gatherings. The general program dealing with such topics as Successful Communications with Parents, Students and the Community; the Present Status of and Retention of Students in Our Schools; Principles of Communication Through Mass Media and Advertising; and, The Importance of Recruitment and Retention of Students in Vocational Education was definitely "on-target" in dealing with today's problems. The student services meetings dealing with recruitment practices, gathering information on factors of retention and the related problem solving sessions provided added emphasis to the recruitment, retention and communications theme instituted by the opening general sessions.

The program of the Adult Basic Education group and the program of other sections of the professional growth week give evidence of much refinement within the structure of this staff development activity. Early efforts of the developers of this activity should feel a great sense of satisfaction in planning and carrying to successful completion a program that so thoroughly involves administrators, coordinators, supervisors, and counselors. Continued success of this venture will depend largely upon utilization of a strong feedback technique and program adjustment to meet the declared needs of attendees.

An estimate of how we are doing in the training of teachers may be gained from Table 8.2. The "estimated need" column indicates that despite the fact that 537 persons will complete state plan requirements next year, the need will exceed this figure by more than 50 teachers.

Shortage areas appear to be Health where recruitment is frequently difficult, Home Economics where the number of teachers employed is large, and Trade and Industrial Education where recruitment from industry is never easy.

This table showing a total of 2,315 teachers enrolled in preservice courses and 696 persons involved in in-service training testifies to the tremendous program of teacher education under way in Wisconsin. This table needs close study by the council members because it provides an excellent basis for understanding the magnitude of the recruitment, replacement, and training problems confronting state and local administrators.

TABLE 8.2
STATUS OF TEACHER TRAINING IN VOCATIONAL EDUCATION FOR 1968-1969 SCHOOL YEAR*

Vocational Program	Number of Approved Institutions	Number of Teacher Trainers		Number of Enrollees in Teacher Training		Number Completed Minimum State Plan Requirements This Fiscal Year			Number Completed Minimum State Plan Requirements That Were Placed In Field Trained			Estimated Number That Will Complete State Plan Requirements Next Year	Estimated Need For Next Report Year
		Full-Time	Part-Time	Pre-Service	In-Service	Sec.	P. Sec.	Adult	Sec	P. Sec.	Adult		
Agriculture	3	5	4	297	70	65	11		39	11		64	35
Distribution	3	3	.5	83	61	17	24		6	24		28	15
Health	--						7			7		15	27
Home Ec.	7	17	9	1,035	171	208	11		194	11		252	350
Office	5	29	3	702	394	91	15		86	15		143	113
Technical	--						32			32			
Trades & Ind.	2	8		198		29	21		29	21		35	50
Other (Specify)	--												
Special Needs	--												
	20	62	16.5	2,315	696	410	121		354	121		537	590
Guidance	9	30	30	560		50			50				1,311

*Preliminary Draft, Annual Descriptive Report Fiscal Year 1969.

[1] Teachers needed as replacements and for program expansion.

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In-Service Education Idea Manual

The Wisconsin Association of Vocational, Technical and Adult Education administrators, Instructional Services Committee, has developed an "Idea Manual" designed to be helpful to each district in the development of its In-Service Educational Program. This group felt that it is essential to the improvement of all district staff that a continuous in-service program be carried on. The idea manual could serve as a multi-purpose tool that makes possible:

1. The sharing of in-service expertise among the VTAE districts,
2. The recognition of outstanding educators, specialists and others who may assist in developing sound in-service programs, and
3. A permanent reference manual to assist admistrative personnel in developing and carrying to successful completion in-service programs.

The manual provides the title of the training topic, reference page, the description program sheet, and staff member most likely to profit from the unit of instruction. Program costs and other information are also available within the reference pages of the manual. Because of the loose-leaf arrangements, updating of the content should be easily accomplished.

Topics suitable for use in in-service staff meetings are arranged so that one may identify their potential for use with instructional service personnel, student service personnel or with administrative and operational personnel. Sixty-five topics have been identified and described in some detail purporting to be of merit in the development of instructional service personnel and while the number of topics in the other areas are not as extensive; nevertheless, the total is impressive.

The concept of evaluating meeting results is sound, and the instruments for this process included in the idea manual are commendable. The evaluation process should result in future meetings being more closely geared to the expressed needs of participants. Evidence of participant reaction might well become an integral part of prepared reports as the technique is perfected.

The Professional Development Idea Manual is not an end in itself but it is an important tool in the in-service training program of the state. The group that conceived the "idea manual" and the state staff that made it available to the districts are contributing to the betterment of the vocational instruction of the state. Other tools of like quality will prove helpful as program expansion takes place.

Conclusions

The preparation of teaching and professional personnel is of significant importance in vocational education. The question of what constitutes an optimum program of personnel development is of concern to everyone. The state staff assumes major responsibility for the training of vocational personnel in Wisconsin. Cooperative agreements with agencies and institutions are an important consideration in the training process that rests outside state staff efforts.

A review of the in-service activities of the state indicates a close involvement of teacher educators with state staff supervisors and those developing teacher training activities. The calendar of events within the state indicate more than 140 activities scheduled throughout the year. It would appear that more than 90 of these activities have relevance in the improvement of teaching or in the area of program quality. This is an excellent record.

The Professional Growth Week in Wisconsin has been developed from rather humble beginnings dating several years back. The 1969 program of events for the "week" indicates this activity has come of age. The emphasis on recruitment, retention and communication was in keeping with supervisory and administrative needs and this year's activities should have established a performance level difficult of achievement in the remaining period of the 1970's. Constant participant feedback, careful program planning based upon program research, and greater institutional involvement are keys to success in professional development in the near term and over the long range of personnel development.

Chapter IX

ANCILLARY SERVICES

An assessment of the state's vocational education program necessarily encompasses the ancillary services of guidance and counseling personnel and the Research Coordinating Unit. The purpose of this section of the State Advisory Council's report is to describe the nature and scope of guidance programs in the secondary and post-secondary vocational programs and to explain the purpose of the Research Coordinating Unit of the State Board's staff.

Vocational Guidance and Counseling

Vocational guidance and counseling is paramount to the mission of vocational education of preparing youth for employment in today's society. It is necessary to recognize the need for personnel trained in guidance and counseling with a vocational orientation if one is to objectively assess the impact of vocational education on the society of employment. The purpose of this section of the report is to describe some aspects of guidance and counseling in Wisconsin.

Several factors make it difficult to identify vocational guidance and counseling activities apart from the total guidance and counseling program. First, there is a resistance and perhaps rightfully so, by the professionals to see their role dichotomized into vocational aspects and general counseling and, secondly, there have been several sources of Federal funds. Funds made available under the National Defense Education Act did not have as their purpose the strengthening of vocational aspects of guidance, however, these funds had a great influence in increasing the number of counselors in Wisconsin's schools and with the increasing concern for better vocational-counseling nationwide, as well as in Wisconsin, have contributed substantially to the capability of Wisconsin's schools to carry out vocational guidance functions.

The guidance portion is divided into two parts which are: (1) description of Federally funded vocational guidance and counseling programs in Wisconsin, and (2) proposed activities in strengthening vocational guidance programs and services (extracted from the Annual Descriptive Report FY69).

The desire to meet specialized needs of individual pupils affected by societal changes has resulted in a significant expansion in guidance staffs in Wisconsin's secondary schools.

The rapid growth of guidance services, as a part of pupil services, during the past decade has been one of the significant changes in American secondary education. This impact is also now being felt at the elementary school level. A study of this phenomenon shows that the funds provided by the National Defense Education Act, Titles V-A and V-B, 1958 and the Vocational Education Act of 1963, ESEA Titles I and III were major factors in this expansion of guidance services. The Vocational Amendments of 1968 promise additional support for this area of need.

What has a decade of Federal funds meant to Wisconsin and its young people? What has been, what is, and what will be the impact

of Federal funds in Wisconsin? To answer these questions, this section will review the history of the above Federal programs as implemented.

The History of Title V in Wisconsin

The National Defense Education Act of 1958 was an education bill stimulated in part by Sputnik. Titles V-A and V-B were important parts of this bill. Title V-A provided funds to develop programs of testing, counseling, and guidance in the secondary schools. The intent was to identify talented pupils, assist pupils in determining their educational and vocational goals, and to assess job opportunities in various fields. Title V-B provided for short and long range institutes to prepare school counselors.

Provisions for Schools. As originally passed in 1958, Title V included grades 9-12. The 1964 revision expanded the program to grades 7-12. Finally, the 1965 revision of the law included grades K-12. It is significant to note that as the provisions of Title V expanded regarding grade levels served, the monies appropriated were reduced.

During the period from 1958 to 1968, this has been the chronology of Title V in Wisconsin:

1959—Guidance services grades 9-12
1962—First school counselor certification standards mandatory
1964—Guidance services grades 7-12
1965—Guidance services grades K-12
1967—Pupil Services Section authorized in Department of Public Instruction
1967—New Statewide Advisory Committee on Guidance Services appointed
1968—School counselor certification standards revised
1969—Model or demonstration guidance services approach initiated

State Supervisors. To implement Title V in Wisconsin, the state supervisors of guidance services engaged in a wide variety of leadership activities. These activities included supervisory and consultative work with local school districts, in-service workshops for school counselors, publications, and research. Also, the state supervisors worked with regional counselor professional organizations, counselor certification standards, and other groups interested in school counselor activities.

These activities together with Wisconsin's effort to distribute more than 90 percent of Title V funds directly to participating local school districts have had a significant impact on the growth of guidance services in the schools of the state. This is shown statistically as well as illustrated by comments from school districts in the next section of this report.

The Impact of Federal Funding in Wisconsin

During the 1969-70 school year, 88 percent of the public school pupils in grades 9-12 attended schools with approved guidance programs. An examination of Table 9.1 indicates that the extent of participation ranged from 56 percent in 1959-60 to 88 percent in 1969-70.

TABLE 9.1
NUMBER AND PERCENTAGE OF PUPILS IN GRADES 9-12
ATTENDING PUBLIC SCHOOLS WITH APPROVED
GUIDANCE PROGRAMS

School Year	*59-60*	*67-68*	*69-70*
Total Enrollment*	190	285	307
Number of Pupils in Approved Guidance Programs*	106	254	275
Percentage of Pupils in Approved Guidance Programs	56	89	88

*Indicated in thousands

The extent of participation in grades 9-12 over the ten-year period (1959-1970) has increased by 32 percent of the annual enrollment and by 169,000 pupils. The number of participants has almost tripled during the ten years Wisconsin has participated in the program of Federal Guidance Support. As indicated in Table 9.1, 12 percent or 32,000 pupils in grades 9-12 during 1969-70 were attending public schools which did not participate in the program.

Many of the school districts not participating in the program were unable to employ qualified school counselors because of a shortage of counselors. Of the 116 school districts which did not participate in the program in 1969-70, 90 percent were districts with an enrollment of less than 500 high school pupils and 74 percent enrolled less than 300.

TABLE 9.2
NUMBER AND PERCENTAGE OF PUPILS IN GRADES 7-12
ATTENDING PUBLIC SCHOOLS WITH APPROVED
GUIDANCE PROGRAMS

School Year	*64-65*	*67-68*	*69-70*
Total Enrollment*	274	411	447
Number of Pupils in Approved Guidance Programs*	257	335	365
Percentage of Pupils in Approved Guidance Programs	69	82	81

*Indicated in thousands

Beginning with the 1964-65 school year, Title V of the National Defense Education Act was extended to include grades 7-12. The Vocational Education Act of 1963 also began support of guidance programs as an integral part of vocational education. As shown in Table 9.2 the extent of participation in grades 7-12 has grown from 69 percent in 1964-65 to 81 percent in 1969-70. Approximately 85,000 or 126,000 pupils in grades 7 and 8 participated in the Title V program during the 1969-70 school year.

During the period from 1959-60 to 1967-68 the total number of secondary school counselors in Wisconsin increased from 522 to 1,002. The most significant increase was in the "full-time" category which grew from 60 in 1959-60 to 565 in 1967-68. It is noted that the "full-time equivalency" increased from 240 to 813 over the nine-

year period. The continuing trend to employ counselors on a full-time basis is evident.

TABLE 9.3
COUNSELOR AND PUPIL RATION INFORMATION IN SCHOOL GUIDANCE PROGRAMS

*School Year**	*Total Enrollment*	*Counselor Full-Time Equivalent*	*Counselor-Pupil Ratio*
59-60	106,000	240	1:444
67-68	335,000	813	1:412
69-70	365,000	915	1:414

*1959-60, grades 9-12; 1969-70, grades 7-12

TABLE 9.4
PUBLIC AND PRIVATE STUDENT ENROLLMENT FIGURES (GRADES K-14)

School Year (1969-70)			
Private Schools	K-8	178,093	
	9-12	34,501	212,594
Public Schools	K-8	672,643	
	9-12	307,421	980,064
GROSS TOTAL WISCONSIN K-12 STUDENTS			1,192,658
Post-High School	Grades 13-14	35,000 full-time students	

In recognition of the need to continually improve the counseling services for vocational education and, as a result of the Vocational Education Acts, five areas of concern have been identified regarding guidance programs:

1. Identification and encouragement of those individuals who would benefit from enrollment in vocational education programs.
2. Provision of information necessary for realistic vocational planning.
3. Assistance for individuals during the period in which they are actively pursuing the vocational plan.
4. Aiding in vocational placement.
5. Conducting of follow-up procedures to determine the effectiveness of vocational instruction and guidance and counseling program.[1]

The following is an analysis of how $87,000.00 of Vocational Education Act funds were distributed for the vocational aspects of guidance during FY 68.

The State Board and the higher education institutions have shared an interest in the following areas related to counselor education:

1. Selection of counselor trainees.
2. Certification standards (which now requires a course in occupational information).

[1]Annual Descriptive Report, FY 68.

3. Course content in existing courses.
4. Development of new courses in career orientation and occupational experience under counselor educator supervision for graduate credit.[2]

TABLE 9.5
UNMET NEEDS
NUMBER OF SCHOOLS/STUDENTS WITHOUT
APPROVED GUIDANCE SERVICE 1969-70

	Schools Not Served	*Students Not Served*
Private K-8	796	Guidance information not presently available
Private 9-12	92	
Public K-8	1,867 school buildings	648,643 students (95.8%)
Public 9-12	116 school buildings	32,000 students (12%)

TABLE 9.6
APPROXIMATE DOLLARS SPENT FOR
COUNSELING AND GUIDANCE 1969-70

	Federal $	*Local Matching $*	*State Matching $*
NDEA	387,000	10,000,000	-0-
ESEA Title I	115,000	-0- (100% funding)	-0-
ESEA Title III	20,000	-0- (100% funding)	-0-
VEA 1968	147,000	237,000	-0-
Upper Great Lakes Regional Commission	95,000	19,000	-0-
TOTAL	$764,000	$10,256,000	$0

Sources: 1. Wisconsin Department of Public Instruction
a. Pupil Services Section, NDEA Title V-A
b. Vocational Education Section
c. ESEA Title I and III Sections
d. Information Systems Section
2. Wisconsin State Board of Vocational, Technical and Adult Education (Student Service Section)

In recognition of the problems associated with counselor and guidance programs and services related to vocational education, several secondary schools in cooperation with the Department of Public Instruction made commitments to begin experimental programs for the 1969-70 school year. Although the data are not available at this time, the programs were in the areas of:

1. Educational television for occupational information on elementary level.
2. Regional guidance consultant.
3. Mobile materials and testing center paired with regional counselor.
4. Career resource centers on high school level.

[2]*Ibid.*

5. Video tape for career development in guidance-centered activities.
6. Coordinated effort between industrial arts teachers and counselors to provide a demonstration center showing how the industrial arts shops could be a realistic occupational information resources center on an exploratory level.[3]

TABLE 9.7
DISTRIBUTION OF VOCATIONAL GUIDANCE FUNDS – FY 68

	Total	*VEA Portion*
Salaries	$150,856.00	$75,428.00
Testing	10,846.00	5,423.00
Follow-up	190.00	95.00
Materials	4,861.00	2,431.00
Equipment	4,201.00	2,100.00
Guidance Equipment	1,666.00	833.00
Travel	1,200.00	600.00
	$173,820.00	$86,910.00

Source: Annual Descriptive Report FY 68.

SUMMARY

Federal funding, including funds from the Vocational Education Acts, have stimulated and made possible dramatic increases in the counseling and guidance programs in Wisconsin. While the record quantitatively is quite impressive, the number of youth in schools without counselors is sizeable. Qualitatively, it is difficult to ascertain whether the vocational aspects of counseling are receiving the emphasis deserved especially in light of the fact that only in the past few years has this dimension received emphasis in counselor education programs.

THE STATE RESEARCH COORDINATING UNIT (RCU)

The concept of State Research Coordinating units grew out of the concern for strengthening the research capability in vocational education in the states. Federal funds were made available on a competitive basis from the research funds appropriated under the Vocational Education Act of 1963. The Act made provision for 10 percent of the funds appropriated to be reserved by the U.S. Commissioner of Education to be expended on a project basis. These funds have been administered by the Bureau of Research, U.S. Office of Education.

The plan for coordinating units anticipated that the level of funding would decrease as the units were able to prove their value and become an integral part of the State's ongoing program. This appears to be the case in Wisconsin, however, the state has not maintained a level of funding equal to that originally provided by the Federal Government.

The evaluation of the RCU activity is difficult because it functions in somewhat of an expediting role with many of its results

[3] *Ibid.*

being somewhat intangible. A subjective appraisal, however, would indicate that the Wisconsin RCU is effective and should be supported.

Purposes of the State Research Coordinating Unit

The major functions of the Research Coordinating Unit are those of coordination, stimulation, and dissemination of research related to vocational education. More specifically, the stated objectives are:

1. Stimulate and encourage occupational education research and development activities in state departments, local school districts, colleges and universities, and nonprofit organizations.
2. Coordinate occupational research activities conducted within the state and, further, coordinate such research activities with those being conducted outside the state.
3. Disseminate information on the progress and applications of the results of occupational research.
4. Stimulate activities which will result in increased interest and improved competence in research such as encouraging preservice and in-service training of occupational researchers.
5. Participation in the review, monitoring or conduct, as appropriate, of occupational research and development projects supported by Federal, state, local or private organization funds.
6. Identify and maintain an inventory of available occupational research and development resources in light of anticipated needs and programs within the state.
7. Survey available data on employment opportunities, emerging occupational trends and future job projections as a base for planning vocational programs, curricula, and facilities within the state, and teacher training, recruitment and placement.
8. Identify issues and problems relating to the nature and place of vocational education in the state school system and determine the contributions which occupational research and development could make in resolving them.

Major emphasis has been placed on the following activities to accomplish the objectives.[4]

1. Identify issues and priorities of problems in vocational education needing research.
2. Continue liaison with state agencies, Wisconsin State Employment Service and others interested in research in vocational education.
3. Sponsor, coordinate and encourage in-service training in research methods and design for those interested in research related to vocational education.
4. Work with institutions of higher education in initiating and conducting research related to vocational education.

[4]Final Report, Wisconsin Research Coordinating Unit for Vocational Education, September, 1969, p. 3.

5. Encourage vocational, technical and adult education districts to design and conduct research projects.
6. Improve research capabilities of RCU staff to provide better consultative services to vocational, technical and adult schools or other groups conducting research in vocational education.
7. Locate completed research related to vocational education and expand the library of research, labor market, and curriculum materials.
8. Disseminate findings of research in vocational education.
9. Aid vocational, technical and adult school districts and other institutions in securing funds to conduct research in vocational education.

The RCU performs the following function for the state level vocational, technical and adult education staff.[5]

1. Presenting ideas for study pertinent to improvement of curriculum in all subject fields, student services, teacher education, extended services, planning, and administrative services.
2. Maintaining a reference library of abstracts, bibliographies, microfiche and hard copy of studies and reports pertinent to vocational education.
3. Routing, summarizing and disseminating appropriate research studies, reports and information for review and implementation.
4. Obtaining appropriate materials upon request.
5. Lending technical and consultative assistance in designing, writing and conducting research studies.
6. Coordinating needed labor market studies with Wisconsin State Employment Service and other institutions.
7. Coordinating needed pilot and experimental staffing and instructional studies and programs.
8. Coordinating needed placement and follow-up procedures.

The RCU performs the following function for Area Vocational, Technical and Adult Education Districts.[6]

1. Presenting ideas for research and study.
2. Lending technical and consultative assistance in developing research proposals.
3. Improving district research and planning capabilities through coordination and development of various in-service educational activities.
4. Developing a statewide plan of research priorities.
5. Developing procedures and guidelines for research operations.
6. Maintaining a library of abstracts, bibliographies, microfiche, proposals, studies, reports and limited data blank.
7. Supplying a certain amount of information services upon request.
8. Keeping them informed of plans, procedures and progress in research activities.

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[5] *Ibid*, p. 5.
[6] *Ibid*, p. 5.

9. Bringing critical issues to the Research Committee of the Wisconsin Association of Vocational, Technical and Adult Education Administrators.
10. Coordinating cooperatively conducted studies with other districts and agencies.
11. Providing supervisory assistance to districts in the development and effective pursuit of a district research program.

Research Reporting Procedure

At present, an effort is being made to improve communications among local districts and between local districts and the State Research Coordinating Unit. To augment this effort, every person in a local district who is exploring, planning, conducting or who has completed a vocational education research activity or project is being requested to complete a standardized form for reporting the project. The copy of this form which is sent to the state office provides the information necessary for the State Research Coordinating Unit to disseminate information regarding that project to personnel in all 18 districts.

The district research persons are asked to inform district personnel about research activities by means of a newsletter or other communication on a bi-weekly or monthly basis. One copy of all final reports of studies or research projects, completed by the district is sent to the State Research Coordinating Unit. The State Research Coordinating Unit duplicates necessary copies and then disseminates one copy to each district research administrator.

The state staff is encouraging each district to develop a research center. In addition to stimulating and coordinating research activities throughout the state, objectives which appear to be met due to the extensive listings available which report research projects ranging from occupational needs surveys to instructional content and methodology, the RCU also cooperates with the ERIC center to make additional information available to personnel in the 18 VTAE districts. ERIC documents are available on microfilm for use by the district. The microfilm may be viewed, or, the material can be reproduced for distribution.

Present Concern

Staff personnel from the Research Coordinating Unit indicated that presently effort is being directed toward research projects in the following major areas of concern:

1. Student follow-up — Present plans call for follow-up of both dropouts and graduates at the end of six months, two and one-half years, five and one-half years, and ten and one-half years.
2. School selection—A study to identify and analyze which factors are considered by parents and students prior to selecting an institution of higher education.
3. Organizational structure—Research to analyze and evaluate the different styles of organizational structure presently employed in the 18 VTAE districts.

4. Advanced student standing — A study to augment decisions made regarding the standing of students and course selection for students who have completed some courses beyond high school.

SUMMARY

The RCU has had a very positive influence on the recognition for the need for research in vocational and technical education in Wisconsin. A communications network has been established with the 18 districts, many of whom have assigned a person to research. The objectives of the unit are quite commendable and the activities carried out appear to clearly relate to the objectives.

Chapter X

ANALYSIS OF PROJECTS

Project Method

The 1968 Amendments required that funds be made available on a basis that would give consideration to the need of one school district as compared with other districts. This necessitated that a new method for allocating Federal funds be devised. The Act also provided funds under several titles designated for different purposes. The Wisconsin State Board chose to allocate funds to districts on a project method and invited the development of proposals for specific projects from each district.

Consideration has been given to the fact that the 1969-70 fiscal year has been a period of readjustment for the Board of Vocational, Technical and Adult Education as a result of the 1968 Vocational Education Amendments. Further it is recognized that the Federal funds were not appropriated until February and therefore, not allocated until very late in the fiscal year.

This chapter attempts to analyze the disbursement of Federal funds within the Wisconsin State Vocational, Technical and Adult Education system under the 1968 Vocational Education Amendments for the 1969-70 school year. The first portions of the chapter will explain briefly the project funding system, the methods of data collection, the procedure used by the State staff to evaluate projects, and the funding categories under which disbursements were made. Later portions describe the projects submitted under each funding category, and problems identified.

Project Funding System

The Wisconsin State Board of Vocational, Technical and Adult Education adopted a new procedure for disbursing Federal funds received under the 1969-70 appropriation of the Vocational Amendments of 1968. Local Vocational, Technical and Adult Education Districts were instructed to make requests for such Federal funds by submitting project proposals which contained information indicating how the funds were to be expended. The purpose of employing this procedure was to disburse Federal Vocational funds in a manner conforming to the Vocational Education Amendments of 1968 and the approved State plan.

Data Collection

In order to analyze the effects of this disbursement procedure the instructions provided to the Local Vocational, Technical and Adult Education Districts for submitting project proposals were reviewed in relation to the project proposals submitted, and the method utilized by the State Board staff to evaluate the proposed projects.

Project proposals varied in content from very detailed data to little more than the name and category of the project and the name of the district submitting it. Notable common omissions were the

objectives of the project, the number of students to be served, and the amount of instructional time to be provided. Procedures for evaluating the success of the proposed projects were not well developed in many cases. For these reasons, it was impossible to analyze the merit of most projects from the information contained in the proposals. This is not to state that the State Board staff cannot judge the merit of projects containing scant informaion since the staff has ready access to other information sources. Rather, it is to point out the difficulty that the investigating group had in reviewing project proposals.

The information contained in this report covers the period from July 1, 1969 through May 15, 1970. The data was collected entirely from sources made available by the staff of the Wisconsin State Board of Vocational, Technical and Adult Education.

Project Evaluation Procedures

Upon receipt of the districts' project proposal forms, the State Board's Evaluation Committee rated each project on a 100 point system. The higher a project scored, the greater priority it was given for funding. The scoring point systems varied somewhat depending upon the type (funding category) of project being evaluated. The scoring point systems used for projects included the following criteria:[1]

1. Manpower needs.
2. Individuals' needs for Vocational Education.
3. Excess costs of the project.
4. Relative abiilty of the district to pay.
5. If the district is an economically depressed area.
6. If the district has a high high school dropout rate or a high youth unemployment rate.
7. Whether the proposal was a demonstration or pilot project.

By using these rating scales the State Board staff attempted to make project evaluation for funding as objective as possible and to thus provide funds on the basis of needs. The rating scales reflect the provisions of the Wisconsin State Plan for Vocational Education and the "Declaration of Purpose" stated in the 1968 Vocational Education Amendments.

Funding Categories

For the 1969-70 fiscal year, Federal Vocational Education funds were allocated to Wisconsin Vocational, Technical and Adult Education Districts under the following categories through the use of the project funding system of disbursement:

Part B

Regular Vocational Education projects
Vocational Education for disadvantaged persons (persons who have academic or socioeconomic handicaps)
Vocational Education for Handicapped persons (physical, mental or emotional handicaps)

[1]See sample project scoring sheets, appendix A.

Part D

Exemplary programs projects

Part F

Consumer and Homemaking Education (regular)

Consumer and Homemaking Education for disadvantaged persons

These categories correspond to Parts B, D, and F of the Vocational Education Amendments of 1968 and expedite the disbursement of funds in a manner complying with the stipulations of the Act. The following tabulation indicates the number of projects proposed for Federal funding by Districts under each of the project funding categories:

TABLE 10.1
PROJECT PROPOSALS SUBMITTED BY LOCAL VTAE DISTRICTS FOR FEDERAL FUNDING
1969-70

a.	308 proposals under	Part B Regular Vocational Education
b.	69 proposals	Part B disadvantaged
c.	18 proposals	Part B handicapped
d.	34 proposals	Part D Exemplary programs
e.	44 proposals	Part F Consumer and Homemaking – regular
f.	18 proposals	Part F Consumer and Homemaking Education for disadvantaged persons

REGULAR VOCATIONAL EDUCATION PROJECTS (PART B)

Regular vocational education projects were sub-categorized into four types: (1) new program equipment, (2) on-going program equipment, (3) apprentice related training, and (4) extension programs. All Vocational, Technical and Adult Education Districts submitted projects and received grants for regular vocational education programs. Fifteen of the districts received Federal funds under all four of the sub-categories mentioned above. District Five did not submit any new program equipment projects. District 17 and District 18 did not submit projects for either new program equipment or projects for on-going equipment. City vocational and adult schools still operating independently in 1969-70 submitted projects and received Federal fund grants under apprentice related training or extension programs or both.

Table 10.2 shows Federal dollar amounts funded under each regular vocational education sub-category in Wisconsin. Table 10.3 lists quantitative information on regular vocational education projects by local vocational, technical and adult education districts. The map 10.A illustrates the geographic distribution of regular vocational funds as requested and of Federal funds granted.

A total of 308 regular vocational education projects were submitted and 234 received a grant of Federal funds. No regular vocational projects were Federally funded for more than forty-five percent of the project's cost. Just how the dollar amount of the individual project grants was determined is not clear.

It is noted that apprenticeship related training appears to be a high priority program. The data indicate early project approval dates, low rejection rate (eight percent as compared with 26 percent rejection for other regular vocational projects), small class size with one day of instruction bi-monthly, and a sizeable Federal fund disbursement (Table 10.2).

TABLE 10.2
TOTAL REGULAR VOCATIONAL EDUCATION FUND GRANTS, WISCONSIN, 1969-70

New Program equipment	$ 263,412
On-going program equipment	247,862
Apprentice related training	292,432
Extension programs	296,387
	$1,100,093

DISADVANTAGED AND HANDICAPPED PROGRAMS (PART B)

A total of $632,775.00 Federal dollars was allocated to the State of Wisconsin under the 1968 Vocational Education Amendments Part B—Handicapped. $390,482.00 from the amount was budgeted by the Wisconsin State Board of Vocational, Technical and Adult Education for post-high school handicapped people. Under Part B —Disadvantaged, $949,164.00 was allocated to Wisconsin, and the State Board budgeted $585,724 from this sum for post-secondary programs to serve disadvantaged individuals. This figure was further enhanced by an appropriation under section 102b (special needs) which provided $349,608.00 for Wisconsin with $215,967.00 being allocated to post-secondary programs.

Disadvantaged Projects

As of May 15th, 1970, approximately $740,000 of the $801,694 available under Part B—Disadvantaged and section 102b had been obligated on the post-secondary level. A total of 69 projects were submitted under this category and 47 of these were approved and funded. Approximately 41 percent of the projects that received federal funds were funded at 100 percent of project cost. The 47 federally funded projects proposed to serve 5,915 disadvantaged students. One-hundred-twenty-five instructors were proposed to be involved in the 47 projects on either a full-time or part-time basis.

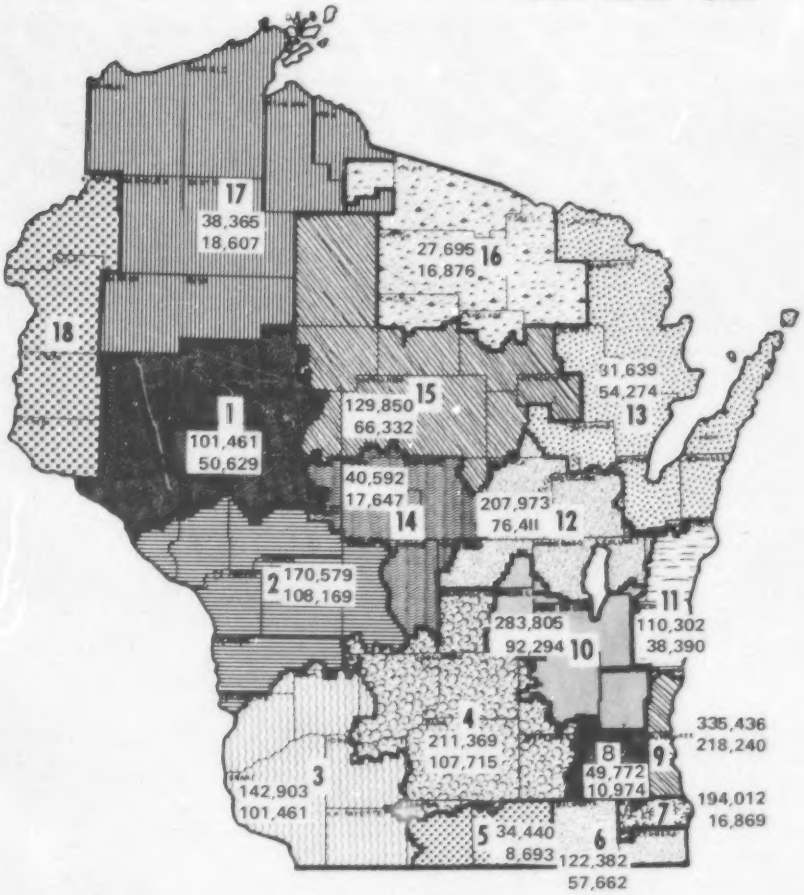
Table 10.4 lists pertinent figures by local vocational, technical and adult education districts for Part B—Disadvantaged projects. The map 10.B shows the geographic distribution of federally funded projects.

District Nine which includes Milwaukee, has been identified as an area having a high number of disadvantaged persons with an urgent need for vocational education. Thirty-two percent of the Part B—Disadvantaged projects submitted in Wisconsin originated in District Nine. District Nine received 41 percent of the Federal

MAP 10.A

PART B – REGULAR VOCATIONAL FEDERAL FUND GRANTS, 1969-70

Legend: Upper Number = Request
Lower Number = Grant



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funds disbursed under Part B—Disadvantaged in Wisconsin. Fifteen percent of the disadvantaged students proposed to be served by Federally funded projects were listed in District Nine projects.

TABLE 10.3
REGULAR VOCATIONAL TOTALS (PART B)

District	Number of Projects Submitted	Number of Projects Funded (Fed.)	Total Requested Funds - Fed.	Federal Funds Awarded	Number of Students	Number of Instructors	Number of *Projects with Evaluation	Number of Projects with Follow-Up
1	19	15	101,461	50,629		----	17	17
2	23	22	170,579	108,169			3	18
3	30	25	142,903	101,461		76	24	4
4	18	15	211,369	107,715	----	----	2	9
5	2	2	34,440	8,693		----	1	1
6	17	14	122,382	57,622	----	----	13	7
7	25	7	194,012	16,869	----	----	9	1
8	6	4	49,772	10,974	----	----	----	2
9	18	10	335,436	218,240	----	----	12	5
10	28	14	223,805	92,294	----	----	23	20
11	23	17	110,302	38,390	----	----	19	14
12	15	13	207,973	76,411	----	----	6	6
13	13	13	81,639	54,274	----	----	9	11
14	17	15	40,592	17,647	----	----	16	15
15	23	20	129,850	66,332			17	12
16	10	10	27,695	16,876	----	----	8	8
17	4	4	38,365	18,607	----	----	3	2
18		3	40,400	27,032	----	----	1	0
59								
61								
62	9	7	24,393	11,798	----	----	4	2
69								
71								

*Other than follow-up

Fifteen of the Vocational, Technical, and Adult Education districts, and two of the then operating city vocational and adult schools submitted proposals for Part B—Disadvantaged projects. District Ten and District 18 submitted no projects for consideration under Part B—Disadvantaged. Districts Two, Three, Eight, 14, and 17 and the Port Washington Vocational and Adult School submitted only one project proposal each.

Districts Four and Nine each had one project submitted by an agency *other* than the local Vocational, Technical and Adult Education Board.

The smallest project approved in terms of Federal dollars was $200 and the largest was $200,515. The average for the 47 disadvantaged projects funded was $15,735 of Federal funds.

Handicapped Projects

As of May 15th, 1970, the entire amount of $390,482 allocated for Wisconsin Part B—Handicapped programs on the post-secondary level was obligated to vocational, technical and adult education districts for programs to serve the handicapped. These funds were

TABLE 10.4
SUMMARY OF DATA
PART B, DISADVANTAGED – 102B SPECIAL NEEDS
JULY 1, 1969 - MAY 15, 1970

District	Number of Projects Submitted	Number of Projects Funded	Federal Funds Requested	Total Funds Requested	Federal Funds Awarded	Total Funds Awarded	Students	Instructors
1	5	5	27,245	54,964	54,964	54,964	1,060	6
2	1	1	13,046	28,993	27,093	27,093	286	2
3	1	0	5,366	11,925	--	--	--	--
4	2	2	18,180	20,193	20,193	20,193	43	2
5	2	2	59,266	59,732	59,732	59,732	195	4
6	4	4	15,643	33,727	33,727	33,727	205	3
7	5	3	48,869	96,941	54,234	54,234	327	10
8	1	1	1,060	1,060	1,060	1,060	13	--
9	22	12	1,011,939	1,622,954	325,661	325,661	914	58
10	--	--	--	--	--	--	--	--
11	2	2	12,580	23,443	23,443	23,443	50	4
12	4	3	70,385	88,245	58,864	58,864	215	15
13	3	2	3,601	15,679	8,051	8,051	36	5
14	1	1	1,700	1,700	1,700	1,700	15	1
15	7	3	111,481	116,523	40,232	40,232	572	12
16	3	3	663	1,475	1,475	1,475	42	5
17	1	1	6,442	14,316	14,316	14,316	939	3
18	--	--	--	--	--	--	--	--
59	1	1	209	209	209	209	18	1
61	4	1	10,633	21,267	14,584	14,584	14	5
62	--	--	--	--	--	--	--	--
69	--	--	--	--	--	--	--	--
71	--	--	--	--	--	--	--	--
TOTALS	69	47	1,418,308	2,213,346	739,541	739,541	5,915	125

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approved by the State Board to be expended by the districts through seventeen projects. Table 10.5 provides financial information on Part B—Handicapped projects by districts. Map 10.B illustrates the geographic location of funded projects.

A total of 18 projects were submitted to the Wisconsin State Board of Vocational, Technical and Adult Education for Federal funding under Part B—Handicapped between July 1, 1969 and May 15, 1970. Of the 18 projects submitted only one was rejected, and it was superseded by another project proposal. Fifteen out of the 17 projects funded were provided 100 percent federal funding. The 17 funded projects proposed to serve 1,118 handicapped students and involved 69 instructors on either a full- or part-time basis.

Twenty-seven percent of the projects submitted under Part B—Handicapped were submitted by District Nine. Sixty percent of the handicapped students and 71 percent of the instructors were listed in District Nine projects. District Nine received approximately 70 percent of the Wisconsin Part B—Handicapped federal funds (post-secondary).

Approximately 60 percent of the Wisconsin Vocational, Technical and Adult Districts and one-third of the then operating city vocational and adult schools submitted project proposals to serve handicapped students. Districts Three, Four, Six, Seven, 15, and 17 submitted one proposal each. It should be noted that the projects submitted from Districts Four and Six proposed training to be provided by private agencies.

The smallest Part B—Handicapped project approved received a Federal dollars grant of $240 and the largest was $210,859 in Federal funds. The average for the 17 funded projects consisted of $23,053 of Federal funds.

Part D—Exemplary Projects

A total of 34 exemplary projects were submitted by vocational, technical and adult education districts. Twenty-five of these proposed projects were granted Federal funds. One project, apprentice instructional materials, received 100 percent Federal funds. The other 24 were federally funded for part of the projects' costs. A total of $111,429 Federal funds was allocated to these projects as of May 1, 1970.

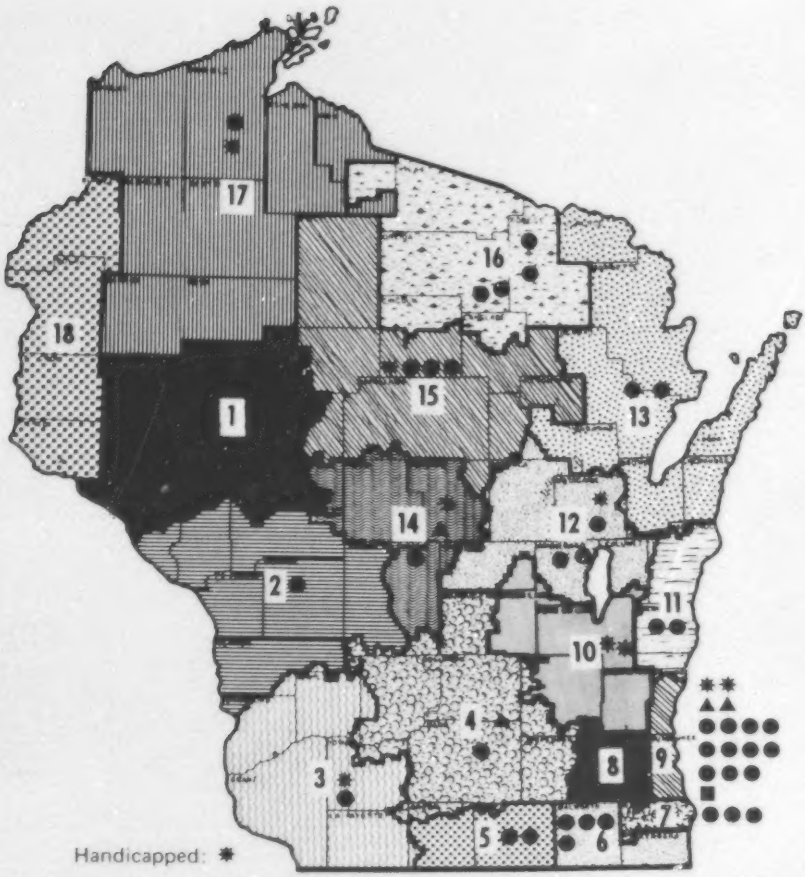
The State Board staff suggested to the districts that some of the projects rejected under the exemplary category be resubmitted under funding categories more appropriate to the proposed projects.

Thirteen of the districts submitted one or more exemplary projects each. Only one of these 13, District Two, did not receive exemplary Federal funds. Local Districts 10, 14, 16, 17, and 18 did not submit proposed projects for Federal exemplary funds. Table 10.6 lists tabulations by districts of Part D—Exemplary Projects.

The projects that were granted exemplary Federal funds did appear to be of innovative nature. Sixteen of the 24 funded projects consisted of the development of various instructional media and materials and, if successful, should provide long-term returns on the funds invested.

MAP 10.B

NUMBER OF PART B – HANDICAPPED AND DISADVANTAGED PROJECTS FUNDED



Handicapped: ✱

Disadvantaged: ●

Agency other than Vocational School: ▲

Handicapped/ Disadvantaged: ■

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TABLE 10.5
SUMMARY OF DATA
PART B, HANDICAPPED
JULY 1, 1969 – MAY 15, 1970

District	Number of Projects Submitted	Number of Projects Funded	Federal Funds Requested	Total Funds Requested	Federal Funds Awarded	Total Funds Awarded	Students	Instructors
1	--	--	--	--	--	--	--	--
2	--	--	--	--	--	--	--	--
3	1	1	12,839	14,266	10,613	11,792	30	2
4	1	1	5,220	5,220	4,572	4,572	--	--
5	--	--	--	--	--	--	--	--
6	1	1	16,935	18,817	16,935	16,935	80	2
7	1	1	5,438	12,085	12,085	12,085	100	8
8	--	--	--	--	--	--	--	--
9	5	4	652,071	1,191,331	279,611	292,673	681	49
10	2	2	34,727	35,249	21,159	21,159	45	7
11	--	--	--	--	--	--	--	--
12	1	1	10,933	24,296	24,296	24,296	--	--
13	--	--	--	--	--	--	--	--
14	2	2	444	576	576	576	85	3
15	1	1	580	1,290	1,290	1,290	15	1
16	--	--	--	--	--	--	--	--
17	1	1	15,366	18,076	18,076	18,076	59	3
18	--	--	--	--	--	--	--	--
59	1	1	1,009	2,242	2,242	2,242	8	1
61	--	--	--	--	--	--	--	--
62	--	--	--	--	--	--	--	--
69	--	--	--	--	--	--	--	--
71	1	1	202	450	450	450	15	1
74	--	--	--	--	--	--	--	--
TOTALS	18	17	754,855	1,323,898	391,905	406,146	1,118	69

TABLE 10.6
PART D -- EXEMPLARY TOTALS

District	Number of Projects Submitted	Number of Projects Funded (Fed.)	Total Requested Funds (Fed.)	Federal Funds Awarded	Number of Students	Number of Instructors	Number of *Projects with Evaluation	Number of Projects with Follow-Up
1	2	2	11,548	3,868	68	3	2	2
2	1	0	21,480	--	N/A	--	--	--
3	1	0	34,819	--	N/A	4 (Funded Programs Only)	1	1
4	3	2	35,450	13,135	132	9	2	0
5	1	1	4,085	2,580	N/A	10	1	1
6	3	3	6,861	6,637	N/A	6	3	0
7	0	0	--	--	--	--	--	--
8	1	1	6,100	6,100	N/A	2	1	1
9	10	9	57,992	48,440	1,950 (+T.V.)	38	2	0
10	0	0	--	--	--	--	--	--
11	2	2	20,135	12,717	85,864	20	1	1
12	6	4		14,394	N/A	34	3	1
13	1	0	8,890	--	25	N/A	0	0
14	0	--	--	--	--	--	--	--
15	2	1	13,290	3,558	--	--	--	--
16	0	--	--	--	--	--	--	--
17	0	--	--	--	--	--	--	--
18	0	--	--	--	--	--	--	--

*Other than follow-up

Map 10.C illustrates the geographic distribution of exemplary project proposals.

Consumer and Homemaking Education, Regular and Consumer and Homemaking, Disadvantaged—Part F

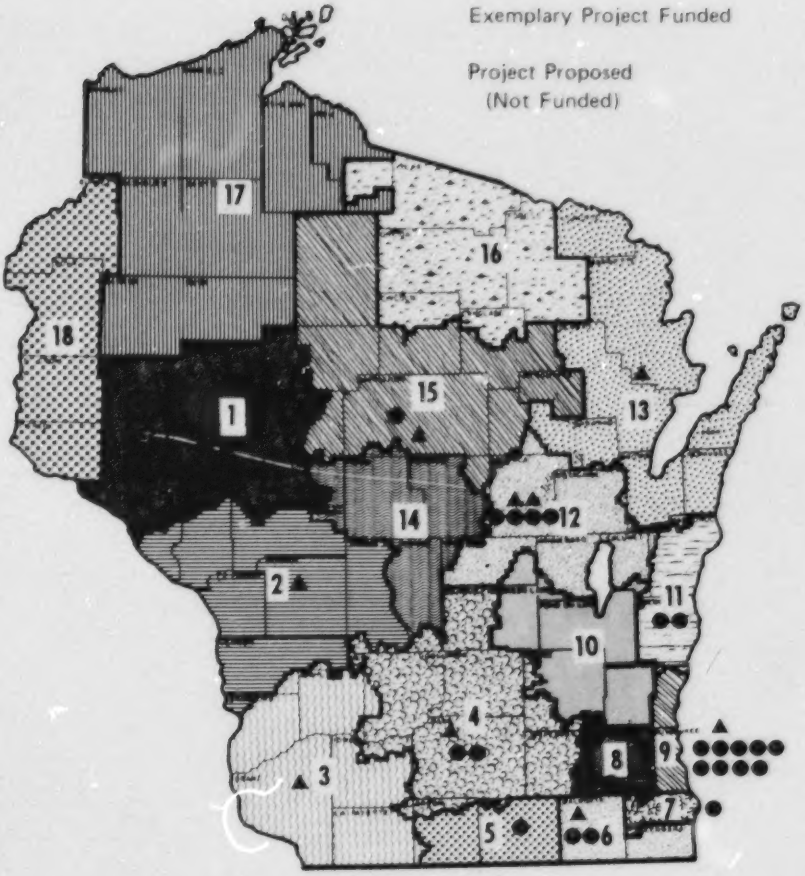
Part F of the 1968 Vocational Education Amendment funds is basically the non-wage earning part of home economics education, whereas, home economics occupational training projects are funded under Part B of the Act.

Sixty-two consumer and homemaking project proposals were submitted to the Wisconsin State Board of Vocational, Technical, and Adult Education, with 49 of them being granted Federal funds. All districts except Seven and 18 submitted projects and received Federal funds under Part F—Consumer and Homemaking. Table 10.7 and Map 10.D indicate Part F funding distribution and other project data.

Six of the local districts receiving Federal funds received grants for both regular consumer and homemaking projects and disadvantaged consumer and homemaking projects. Two districts requested only Part F—Disadvantaged funds, and eight other districts submitted only regular consumer and homemaking projects. Part F project costs were completely covered by Federal funds for 26 projects. The other 22 proposed projects were funded partially with Federal funds. Four of the districts receiving Part F Federal funds received less than $1,000 each under this category.

MAP 10.C

PART D – EXEMPLARY PROJECTS, 1969-70



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MAP 10.D

PART F – CONSUMER AND HOMEMAKING
FEDERAL FUND GRANTS, 1969-70

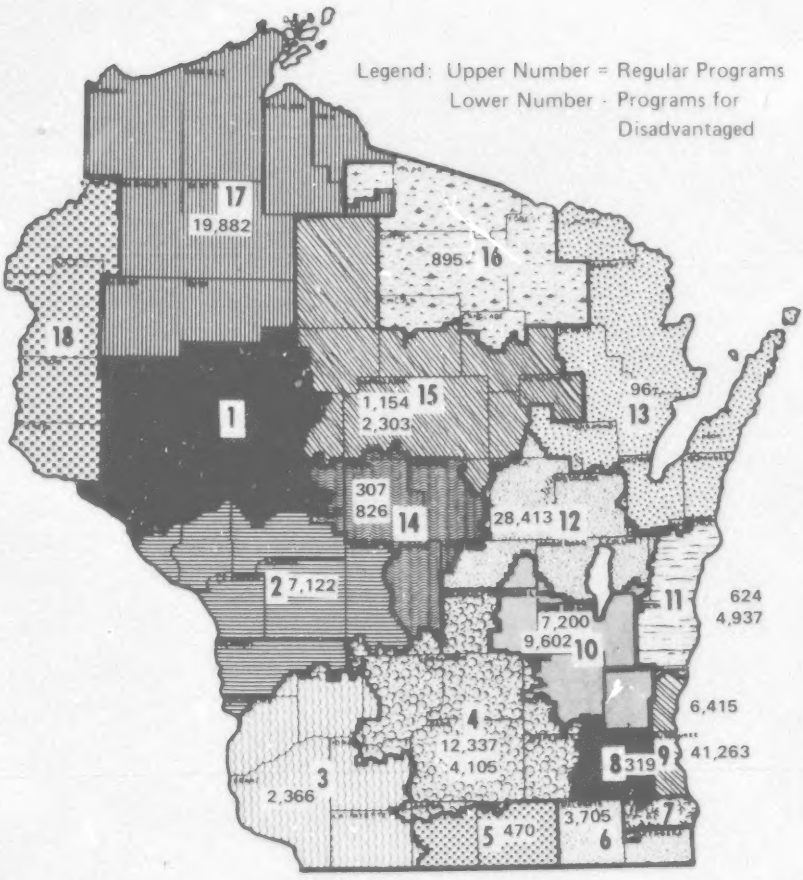

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TABLE 10.7
PART F – CONSUMER AND HOMEMAKING
POST SECONDARY – 1969-70

District	Number of Projects Submitted	Number of Projects Funded (Fed.)	Total Requested Funds (Fed.)	Federal Funds Awarded	Number of Students	Number of Instructors	Number of Projects with Evaluation	Number of Projects with Follow-Up
1	2	2	1,335	2,968	260*	6*	--	--
2	2	2	6,490	7,122	40*	1*	1	--
3	7	2	2,779	2,366	360	9*	4	--
4	7	6	32,498	16,443	700*	17*	--	--
5	1	1	211	470	50	2	--	--
6	2	2	2,635	3,705	40*	1*	--	--
7	0	--	--	--	--	--	--	--
8	2**	1	651	319	40*	1*	--	--
9	6	5	75,270	47,680	540*	13*	--	--
10	3	3	19,760	19,193	400*	10*	--	--
11	5	4	11,449	5,561	200	5*	2	1
12	1	1	21,605	28,413	628	7*	--	--
13	1	1	69	96	20*	1*	--	--
14	2	2	800	1,133	200*	2*	--	--
15	2	2	2,476	3,457	385	10*	--	--
16	2	2	760	805	40*	1*	--	--
17	2	2	34,698	17,601	40*	1*	1	1
18	0	--	--	--	--	--	--	--
City Voc. Dist's.	15	19	3,421	7,602	580*	14*	--	--

Missing Figures Not Available From Project Proposals

*Estimate: Derived from Number of Courses Listed in Projects; 20 Students per class, 2 Classes per Instructor

**Originally Submitted 4 - Withdrew 2

SUMMARY

The vocational amendments of 1968 and the regulations relating thereto necessitated the development of a method of alloting funds that would be responsive to individual school district needs. The Wisconsin State Board of Vocational, Technical and Adult Education adopted a new procedure for disbursing Federal funds received under the allotments for the fiscal year 1969-70. Included in the procedure was the submission of project proposals containing program information, which included among other things, how the funds were to be expended.

Through review of the projects and the use of rating scales, objectivity was made possible in the funding procedure. A total of 308 *regular* vocational education projects were submitted and 234 received a grant which in no instance exceeded 45 percent of the project cost. In dealing with the *disadvantaged* a total of 69 projects were submitted and 47 of these were approved and funded. This group of projects was funded at 100 percent of project costs using Federal monies. The smallest project approved was $200 and the largest was $200,515, while the average for the 47 approved disadvantaged projects was $15,735.

In the area of the handicapped, 17 projects were funded for a

total of $390,482 providing 100 percent Federal funds. Sixty percent of the state's handicapped students and 71 percent of the instructors involved in the projects were in District Nine.

A total of $111,429 of Federal funds was allocated to 25 *exemplary projects*. Geographic distribution of the projects funded and those proposed tends to show a clustering in the Southeastern part of the State.

Of the 62 *consumer and homemaking* projects submitted, 49 were funded. All districts except seven and eighteen received funds under Part F of the Act. Among many interesting details of the consumer and homemaking project approval is the fact that four of the districts receiving Federal funds were awarded amounts of less than $1,000 per project.

RECOMMENDATIONS

Readers of this section should understand clearly that the writers of the report are impressed with the vitality of Wisconsin's vocational and technical education program. Accomplishments are highlighted throughout the report, in fact the document in assessing the program attests to its effectiveness. With this in mind the recommendations are written in an attempt to suggest further efforts to be taken to expand or strengthen an already successful program.

Early in discussions relating to the assessment, Council members and the study directors were confronted with the problem of the breadth of the study. Difficulties were envisioned with limiting it only to the programs or activities funded with Federal funds and it, therefore, seemed more appropriate to address the study to the total program. It also seems clear that this was the intent as reflected in the Act and guidelines of the National Council which became available after the study was underway.

In so far as possible the recommendations have grown out of the considerations found in previous chapters. However, several may reflect the observations of the Council and study staff which in no way depreciates their value, even though they may not be substantiated by numerical or other quantifiable data.

While the members of the Advisory Council suggest a number of changes in the report to the study director which have been incorporated, the study, except for the recommendations, may not be compatible in all of its detail with Council members' views collectively or with the view of each single member. The recommendations, however, were refined by the Council during a two-day meeting with each recommendation being approved by the Council.

The several recommendations are followed by a short descriptive explanation designed to clarify or provide rationale for the recommendation.

1. RECOMMENDATION

That a new Federal Department for Education be established with Cabinet status.

Statement—This recommendation is based on two concerns: (1) that education be more strongly represented at the Cabinet level which can best be accomplished with a secretary who has a narrower span of control than the present Secretary of Health, Education and Welfare and (2) that vocational education and manpower type activities should assume a more important place in educational matters at the Federal level.

2. RECOMMENDATION

That the State Board and the National Advisory Council work through the officials in the Department of Health, Education and Welfare and the Congress to shape manpower legislation and its ad-

ministration in such a manner that the needs of youth and adults can be met most efficiently.

Statement—Proposed legislation calls for new structures and channels for administration of programs. It is clear that Wisconsin through their expanding system of vocational, technical and adult schools in cooperation with other agencies can provide training services efficiently.

3. RECOMMENDATION

That the State Board of Vocational, Technical and Adult Education and leaders in vocational education become appraised of the Governor's Commission on Education (Kellett Commission) recommendations and become involved in the policy decision process in order that the best interests of training for employment can be served.

Statement—While it seems abundantly clear that the intent of the Kellett Commission is to strengthen vocational and technical education opportunities, safeguards must be built into any new organization plan so that the emphasis on vocational and technical education will not become depreciated.

4. RECOMMENDATION

That the State Board of Vocational, Technical and Adult Education continue their efforts to make vocational and technical education available to all persons who have need for such programs.

Statement—The organization of the State effective July 1, 1970 in such manner that all areas are included in a vocational, technical and adult education district is a major accomplishment and should provide the structure through which comprehensive service and opportunities are made available. However, a major commitment will be needed to develop comprehensive centers in all district and because of the large geographical areas included additional efforts and finances will be needed to develop fully the outreach services.

5. RECOMMENDATION

The Department of Public Instruction should continue to explore means to expand Vovational Education programs at the secondary level. Organizational arrangements should be encouraged which would provide a larger school population base than is presently available in many local districts

Secondary school districts should explore fully possible cooperative arrangements with other secondary schools and post-secondary districts. Contractual services should be encouraged.

Statement—The problem of how to provide a range of vocational education opportunities particular in school districts with limited population is a perplexing problem. No single answer has been identified. Several possibilities exist however among which are: (1) consolidation of schools, (2) cooperative arrangements among schools, (3) the development of area schools, and (4) contractual arrangements with post-secondary districts.

6. RECOMMENDATION

That greater effort be made to extend vocational opportunities at the high school level in light of the success of high school graduates completing programs and the somewhat limited offerings available.

Statement—Follow-up studies attest to the success of the high school vocational education program. However, many youth, including a majority of those in the less wealthy northern parts of the state, presently are in schools where vocational programs are not available.

7. RECOMMENDATION

That in phasing out the continuation school in Milwaukee, every attempt be made to not depreciate the services to this group of students.

Statement—The only continuation school program operated in the state during the 1969-70 school year was in District Nine in Milwaukee. The evidence is quite clear that a real service was being rendered to a sizable group of disadvantaged students. With the shifting of responsibility to the public school system for high school age youth, every effort should be made to provide an equally effective program for this group.

8. RECOMMENDATION

Cooperation should be continued in working with the State Rehabilitation Services as a means of serving disadvantaged and handicapped youth.

Statement—There is evidence of the fine cooperative working relationship with the Rehabilitation Service. Such efforts should be continued and strengthened.

9. RECOMMENDATION

Consideration should be given to establishing a system of approval and reporting of enrollments, graduates and other data on private schools providing vocational and technical education.

Statement—Currently little information is available on private vocational and technical schools including their numbers, location, enrollments or output. This type of information is desirable for planning purposes directed to serving the State's needs.

10. RECOMMENDATION

The State Board should cooperate fully with the State Manpower Council, the Interagency State Planning Council and the Governor in perfecting, at the earliest possible date, a proposed system which will permit the pooling of manpower resources and in developing manpower program priorities designed to be of optimum assistance to students, counselors, and administrators.

Statement—The State Advisory Council, while impressed with present relationships and efforts including several specific projects to assist state and local administration in program development, will watch with interest the developments in this area.

11. RECOMMENDATION

There should be available in the State Board staff section dealing with manpower projections, sufficient professional personnel to make possible valid labor market data of maximum help to vocational, technical and adult students, and to program planners, developers and administrators.

Statement—The absence of financial resources at this point in time places great responsibility upon the state staff to develop active working relationships with the Employment Service that result in securing maximum program related labor market data.

12. RECOMMENDATION

The State Board of Vocational, Technical and Adult Education in cooperation with the Wisconsin State Employment Service should immediately "gear-up" to receive, analyze and interpret 1970 census data which is to be made available on tape ahead of printed census reports. Such information as has relevance for program planning and development should be transmitted to the districts as early as possible. Should present staffing at the state level make it impossible to transmit pertinent data on an almost "instantaneous" basis, then effort to accomplish this objective should be undertaken very early.

Statement—Facts and figures from the 1970 census will impact heavily on program change; it is expected program planners and developers will have access to many demographic details not previously available. What is more, these details will become available to alert state departments more promptly than was formerly the case. This will be possible through the availability of tapes which can be in the hands of educators "instantly" by comparison with the printed data which formerly required one or more years for their arrival from the Census Bureau.

13. RECOMMENDATION

That the State Board review its method of determining reasonable tax effort.

Statement—See Section, *Reasonable Tax Efforts*, Chapter VI, for a discussion of this recommendation.

14. RECOMMENDATION

That the State Board give consideration to and explore the possibility of using adjusted gross income per capita per student as a measure of wealth for purposes of computing aids.

Statement—See Section, *Ability to Pay*, for discussion.

15. RECOMMENDATION

The State Board of Vocational, Technical Education and the National Advisory Council should seek to secure amendments to Part H—Work Study Programs which would liberalize the restriction on hours worked and total earnings.

Statement—The limit of 15 hours work per week and $350 per year is too restrictive. See discussion in Chapter VI.

16. RECOMMENDATION

That the State Board and National Advisory Council strongly urge Congress to pass Appropriation Acts promptly and at levels that more nearly reflect authorizations. Appropriation Acts should be passed prior to the beginning of the fiscal year for which funds are to be spend.

Statement—Late appropriations make planning difficult and are costly to local districts which may be required to borrow money because of funding delays.

17. RECOMMENDATION

That State appropriations for VTAE Programs in view of increasing enrollments and expanding programs be increased in order that a greater share of the costs be borne by the State, particularly in view of the fact that a number of districts are reaching their tax maximum.

Statement—Presently, the total State and Federal subsidation of programming is at approximately the 25 percent level. Consequently, the district is responsible for more than three-quarters or 75 percent of the programming costs. Should not vocational and technical post-secondary education be supported by State funds at somewhat the same level as other higher education programs? Many districts are reaching the 2 mill limit and will be unable to meet demands for vocational education.

18. RECOMMENDATION

That specific State funds be appropriated to support vocational education programs at the secondary level.

Statement—Currently the only funds available to promote vocational education programs at the secondary level are Federal funds, since State funds are not specifically appropriated for this purpose. Federal funds must cover the cost of the vocational education staff in the Department of Public Instruction as well as reimbursement of local programs. While reimbursement rates from Federal funds alone are presently large enough to pay a reasonable share of the additional cost of vocational programs as compared to general education programs, only a fraction of the need is presently being served in Wisconsin.

19. RECOMMENDATION

A Study should be initiated by the State Board to determine the extent to which financial barriers exist for youth who might otherwise attend vocational and technical schools and the extent to which present financial aids are adequate.

Statement—Data would suggest that compared to other students in other post-secondary programs, vocational students are not fairing too well. There is no data to determine to what extent lack of financial aid prohibits students from entering vocational and technical programs.

20. RECOMMENDATION

The Department of Public Instruction should consider changing their method of computing operational expenditures per student in order that for some school districts Federal funds not be used to supplant State support funds.

Statement—See "State DPI Allocations to Local Education Agencies," Chapter VI. The present method would appear to be questionable at best and may not be in compliance with the intent of the Federal Legislation.

21. RECOMMENDATION

A coordinated management information system utilizing the most effective computer techniques be established by the State Board.

Statement—After surveying the financial and other data of the State VTAE system, it was apparent that a multitude of information and data of various kinds is needed to effectively meet Federal guidelines, distribute funds and build local programs. A management information system with a computer orientation is necessary to effectively handle all those data and to provide state and local agency personnel with the necessary information to make effective decisions.

22. RECOMMENDATION

That the budget of the State Department of Public Instruction include sufficient additional funds to provide more adequate supervision of vocational and technical education programs with more frequent program visitation and better communication.

Statement—Responses from LVEC's indicated that additional on site visitation and supervision were needed by the State Department of Public Instruction staff. This is understandable with the large increase in program which means many LVEC's are new and are working for administrators who have not had vocational education programs in their schools.

23. RECOMMENDATION

That efforts should be made to streamline the project method process of allocation of funds.

Statement—An excessively large amount of staff time in both the Department of Public Instruction and the State Board of Vocational, Technical and Adult Education has been used for project review. It seems appropriate for administrators to review this time allocation in light of other needed leadership activities.

24. RECOMMENDATION

That the State Board consider contracting with one or more teacher education institutions to survey needs of part-time teachers and develop plans for their professional growth.

Statement—Teachers of apprentices in evening schools and those handling special classes need contact with skilled teacher trainers if quality instruction is to be the standard.

25. RECOMMENDATION

Certification standards should be continually reviewed giving particular consideration to including wage earning experience in the occupation as a part of the standard elements that assure the occupational competence of prospective teachers.

Statement—The State Board of Vocational, Technical and Adult Education and the State Department of Public Instruction require special education courses for certification; however, it would appear that in some cases degrees and courses are weighted more heavily than experience and proven occupational competency.

26. RECOMMENDATION

There should be increased involvement on the part of the several teacher training institutions in the Professional Growth Week and ways should be explored by the State staff to accomplish this end. The involvement should provide the institutions with feedback on a wide range of topics and areas having impact on leadership development on a long range basis.

Statement—Future reports from the teacher training institutions should provide insights into their role in the updating of teachers, coordinators, and supervisors. Their role in the structuring and carrying out of phases of the Professional Growth Week should be delineated as well.

27. RECOMMENDATION

A study should be undertaken to determine ways to make optimum use of the teacher training institutions in preparatory and in-service programs throughout the State. Involved in this study should be an assessment of the adequacy of the in-service professional development activity presently carried on by local school administrative units.

The growth in vocational services to greater numbers of people whose needs span a broad spectrum of occupations necessitates consideration being given to the more generous allocation of Federal and State funds for use in the preparation of professional personnel.

Statement—The institutions of higher education possess much greater know-how and capability in the preparatory and in-service teacher training areas than is being utilized. The needs of teachers, supervisors, coordinators and administrators are sufficiently broad and complex to require the best efforts of the institutions, agencies, and the State staff members.

28. RECOMMENDATION

Continued emphasis on the development of counseling and guidance programs with an emphasis on vocational aspects is needed. Such services should be available to all youth and adults in all parts of the State.

Statement—There is strong evidence that the efforts made possible through a combination of Federal funding sources, have successfully strengthened the guidance and counseling program. The number of counselors employed has increased;

however, many schools are still without such services. Data are not available to evaluate the emphasis counselors are placing on the vocational aspects versus general guidance; however, because of the type of training counselors have received in the past and the traditional guidance emphasis on helping youth select the right college, there may be some question as to the amount and quality of guidance related to selecting vocations.

29. RECOMMENDATION

That efforts be continued to work toward articulation of secondary and post-secondary vocational and technical education programs.

Statement—Programs at the two levels should be complementary, not competitive. A planned transition from high school vocational programs into post-secondary vocational and technical programs should be encouraged. Programs at the post-secondary level should be flexible enough in their organization to accommodate students, through advanced placement or other means, who have developed vocational knowledge and skills in another program or through employment.

30. RECOMMENDATION

The State Board staff should work aggressively to expand training capability in the health occupations.

Statement—This report has not dealt in detail with training needs in the various occupational areas; however, some consideration was given to the health occupations. It seems clear that neither in Wisconsin or in the Nation as a whole are enough persons being trained in health occupations at less than baccalaureate level to meet health needs. It, also, seems clear that there are persons available for training if training opportunities were expanded.

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APPENDICES

3.A List of Districts
3.B List of District Directors
3.C List of 35 VTAE Schools
3.D Statement of Cooperation (DPI and State Board)
3.E Statement of Cooperation
6.A State Aid Formula Modification
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7.B Instruments
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APPENDIX 3.A

WISCONSIN BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCTION
Madison, Wisconsin
C. L. Greiber, Director
Wisconsin Vocational, Technical and Adult Education Districts
Approved for Operation — July 1, 1970

District 1 — Clark County less the portion of the Granton, Loyal, Colby, Spencer, Pittsville, and Abbotsford school districts; Dunn, Pepin, Eau Claire, and Chippewa Counties; plus the portion of the Mondovi, Durand, Gilmanton, and Alma school districts in Buffalo County, Osseo-Fairchild school district in Jackson and Trempealeau Counties, Eleva-Strum school district in Trempealeau County, Stanley Boyd, Thorp, Owen-Withee, Tony, and Gilman school districts in Taylor County, and Alma Center school district in Jackson County.

District 2 — Vernon County less the portion of the Kickapoo and Gays Mills school districts; Juneau County less the portion of the Nekoosa, Pittsville, Wisconsin Dells, Reedsburg, and Wonewoc school districts; Jackson County less the portion of the Osseo-Fairchild, Alma Center, and Pittsville school districts; Buffalo County less the portion of the Mondovi, Durand, Gilmanton, and Alma school districts; Trempealeau County less the portion of the Eleva-Strum and Osseo school districts; LaCrosse and Monroe Counties; plus the portion of the DeSoto school district in Crawford County, LaFarge school district in Richland County, and Hillsboro school district in Richland and Sauk Counties.

District 3 — Thirty school districts
Barneveld Joint School District No. 15
Belmont Joint School District No. 2
Benton Joint District No. 1
Black Hawk Community Schools
Bloomington Joint School District No. 2
Boscobel Joint School District No. 6
Cassville Joint School District No. 8
Cuba City Joint School District No. 9
Darlington Joint School District No. 12
Dodgeville Joint School District No. 1
Fennimore Joint School District No. 5
Gays Mills Joint School District
Hazel Green
Highland Joint School District No. 8

Hollandale Joint School District No. 10
Iowa-Grant School District No. 1
Ithaca Joint School District No. 1
Kickapoo Joint School District No. 8
Lancaster Joint District No. 3
Mineral Point Joint School District No. 1
Platteville Joint School District No. 4
Potosi Joint School District No. 10
Prairie du Chien Joint School District No. 1
Richland Center Joint District No. 2
Riverdale (Blue River-Muscoda)
Seneca Joint District No. 1
Shullsburg Joint School District No. 6
Wauzeka Joint District No. 2
West Grant Joint School District No. 1
Weston Joint School District No. 1
plus the portion of the Argyle Joint School District No. 1 in Lafayette County.

District 4 — Columbia County; Dane County less the portion of the Barneveld school district; Jefferson County less the portion of the Oconomowoc, Palmyra, and Delafield school districts; Marquette County; Sauk County less the portion of the Hillsboro, Ithaca, and Weston school districts; plus the portion of the Wisconsin Dells school district in Adams County; Columbus, Randolph, Waterloo, and Watertown school districts in Dodge County, Belleville, Blanchardville, New Glarus, and Oregon school districts in Green County; Black Earth-Mazomanie, Blanchardville, Mt. Horeb, and River Valley school districts in Iowa County; Reedsburg, Wisconsin Dells, and Wonewoc school districts in Juneau County; Blanchardville school district in Lafayette County; River Valley and Wonewoc school districts in Richland County; and Orgeon and Stoughton school districts in Rock County.

District 5 — Green County less the portion of the Black Hawk, New Glarus, Blanchardville, Belleville, and Oregon school districts; Rock County less the portion of the Oregon and Stoughton school districts.

District 6 — Kenosha and Walworth Counties.

District 7 — Racine County less the portion of the Muskego-Norway school district.

District 8 — Waukesha County less the portion of the West Allis-West Milwaukee school district; plus the portion of the Oconomowoc school district in Dodge and Jefferson Counties, Palmyra and Delafield school districts in Jefferson County, and Muskego-Norway school district in Racine County.

District 9 — Milwaukee County and Ozaukee County less the portion of the Cedar Grove and Random Lake school districts; plus the portion of the Milwaukee school district in Washington County and the portion of the West Allis-West Milwaukee school district in Waukesha County.

District 10 — Dodge County less the portion of the Oconomowoc, Watertown, Columbus, Randolph, and Waterloo school districts; Washington County less the portion of the Milwaukee school district; Green Lake and Fond du Lac Counties; plus the portion of the New Holstein school district in Calumet and Sheboygan Counties, Berlin school district in Waushara and Winnebago Counties, Ripon and Rosendale school districts in Winnebago County.

District 11 — Manitowoc County less the portion of the Chilton, Brillion, and Denmark school districts; Sheboygan County less the portion of the New Holstein school district; plus the portion of the Kiel school district in Calumet County, Cedar Grove and Random Lake school districts in Ozaukee County.

District 12 — Twenty-seven school districts

Appleton Jt. School District
Brillion Jt. School District
Chilton Jt. City School District
Clintonville Jt. School District
Freedom Jt. School District
Hilbert Jt. School District
Hortonville Jt. School District
Iola-Scandinavia Jt. School Dist.
Kaukauna Jt. School District
Kimberly Jt. School District
Little Chute Public Schools
Nanawa Jt. School Dist. No. 7
Marion Jt. School District
Menasha Jt. City School Dist.
Neenah Jt. School District
New London Unified Jt. Sch. Dist.
Omro Jt. School District
Oshkosh Jt. School Dist.
Seymour Jt. School Dist.
Shiocton Jt. School Dist.
Stockbridge Jt. School District
Waupaca Unified Jt. School Dist.
Wautoma Jt. School Dist.
Weyauwega Jt. School District
Wild Rose Jt. School District
Winneconna Jt. School District

plus the portion of the Wrightstown school district in Outagamie County and the Westfield school district in Waushara County.

District 13 — Brown County less the portion of the Brillion and Kaukauna school districts, Door, Kewaunee, Oconto, Florence, and Marinette Counties; plus the portion of the Denmark school district in Manitowoc County, West DePere school district in Outagamie County, Gillett, Bonduel, and Shawano school districts in Shawano County, and the Pulaski school district in Outagamie and Shawano Counties.

District 14 — Portage County less the portion of the Wild Rose, Rosholt, Iola, and Waupaca school districts; Adams County less the portion of the Wisconsin Dells school district; and Wood County; plus the portion of the Pittsville school district in Clark, Juneau, and Jackson Counties, Tri-County (Plainfield) and Almond school districts in Waushara County, Auburndale school district in Marathon County, Nekoosa school district in Juneau County, and Granton school district in Clark County.

District 15 — Menominee County; Price County; Taylor County less the portion of the Gilman, Tony, Stanley-Boyd, Thorp, and Owen-Withee school districts; Marathon County less the portion of the Auburndale and Marshfield school districts; Langlade County less the portion of the Elcho and Rhinelander school districts; plus the portion of the Colby, Loyal, Spencer, and Abbotsford school districts in Clark County, Merrill school district in Lincoln County, Antigo, Bowler, and Birnamwood-Wittenberg school districts in Shawano County, Rosholt school district in Portage and Waupaca Counties, and Tigerton school district in Shawano and Waupaca Counties.

District 16 — Vilas, Forest, and Oneida Counties plus the portion of the Tomahawk and Prentice school districts in Lincoln County, Rhinelander school district in Lincoln and Langlade Counties, Elcho school district in Langlade County, and Mercer school district in Iron County.

District 17 — Iron County less the portion of the Mercer school district; Bayfield, Douglas, Ashland, Washburn, Rusk, Sawyer, and Barron Counties.

District 18 — Burnett, Polk, St. Croix, and Pierce Counties.

APPENDIX 3.B

DIRECTORS OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

Mr. Cecil W. Beede, District Director
Vocational, Technical and Adult Education District 1
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Mr. Howard M. Heigl, District Director
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Mr. H. J. Van Valkenburg, District Director
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Mr. Frederick J. Nierode, District Director
Vocational, Technical and Adult Education District 11
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Sheboygan, Wisconsin 53081

Mr. William M. Sirek, District Director
Vocational Technical and Adult Education District 12
1919 North Lake Street
Neenah, Wisconsin 54956

Mr. K. W. Haubenschild, District Director
Vocational, Technical and Adult Education District 13
1548 Western Avenue
Green Bay, Wisconsin 54303

Mr. Earl F. Jager, District Director
Vocational, Technical and Adult Education District 14
Room 224, County Courthouse
Wisconsin Rapids, Wisconsin 54494

Mr. Lawrence B. Hoyt, District Director
Vocational, Technical and Adult Education District 15
1000 Schofield Avenue
Wausau, Wisconsin 54402

Dr. Richard J. Brown, District Director
Vocational, Technical and Adult Education District 16
128 West Frederick Street, P. O. Box 518
Rhinelander, Wisconsin 54501

Mr. Sam L. Lavine, District Director
Vocational, Technical and Adult Education District 17
2209 East Fifth Street
Superior, Wisconsin 54880

Mr. Arthur W. Cothran, District Director
Vocational, Technical and Adult Education District 18
Civic Center
156 East First Street
New Richmond, Wisconsin 54017

APPENDIX 3.C

WISCONSIN SCHOOLS OF VOCATIONAL-TECHNICAL EDUATION OFFERING FULL-TIME PRGRAMS (Total—35)

Technical Colleges — 3	
Madison Area Technical College	211 North Carroll Street, Madison
Milwaukee Area Technical College	1015 North Sixth Street, Milwaukee
Nicolet College and Technical Institute	128 West Frederick Street, Rhinelander
Technical Institutes — 13	
District One Technical Intsitute — Eau Claire	620 West Clairemont Avenue, Eau Claire
Western Wisconsin Technical Institute	6th and Vine Streets, La Crosse
Kenosha Technical Institute	3520 - 30th Avenue, Kenosha
Racine Technical Institute	800 Center Street, Racine
Waukesha County Technical Intsitute	222 Maple Avenue, Waukesha
Fond du Lac Technical Institute	805 East Johnson Street, Fond du Lac
Lakeshore Technical Institute — Sheboygan	843 Jefferson Avenue, Sheboygan
Fox Valley Technical Institute — Appleton	105 East Kimball Street, Appleton
Fox Valley Technical Institute — Oshkosh	228 Algoma Boulevard, Oshkosh
Northeast Wisconsin Technical Institute	200 South Broadway, Green Bay
Mid-State Technical Institute	431 Lincoln Street, Wisconsin Rapids
North Central Technical Institute	1000 Schofield Avenue, Wausau
Superior Technical Institute	805 Belknap Street, Superior
Vocational and Technical Schools — 19	
Southwest Wisconsin Vocational and Technical School	1170 Lincoln Avenue, Fennimore
Watertown Vocational and Technical School	504 South 9th Street, Watertown
Janesville Vocational and Technical School	527 South Franklin Street, Janesville
Beloit Vocational and Technical School	1149 Fourth Street, Beloit
Walworth County Vocational and Technical School	c/o Elkhorn H. S., E. Geneva St., Elkhorn
Port Washington Vocational and Technical School	315 North Wisconsin Street, Port Washington
South Milwaukee Vocational and Technical School	1223 Michigan Avenue, South Milwaukee
West Allis Vocational and Technical School	1216-1230 South 71st Street, West Allis
Beaver Dam Vocational and Technical School	700 Gould Street, Beaver Dam
West Bend Vocational and Technical School	305 - 7th Avenue, West Bend
Lakeshore Vocational and Technical School	1402 Clark Street, Manitowoc
Fox Valley Vocational and Technical School—Neenah	410 South Commercial Street, Neenah
Northeast Wisconsin Vocational and Technical School	1232 Garfield Avenue, Marinette
Northeast Wisconsin Vocational and Technical School	48 North Second Avenue, Sturgeon Bay
Mid-State Vocational and Technical School—Marshfield	110 West Third Street, Marshfield
Stevens Point Vocational and Technical School	933 Michigan Avenue, Stevens Point
North Central Vocational and Technical School	Eighth Avenue, Antigo
Rice Lake Vocational and Technical School	34 South Wilson Avenue, Rice Lake
Ashland Vocational and Technical School	601 West Second Street, Ashland

8/7/12

APPENDIX 3.D

STATE OF WISCONSIN
April 15, 1970

TO: Public School District Administrators
Vocational-Technical School District Administrators

Gentlemen:

The recently enacted provisions of the revised Compulsory Attendance Law (Section 7.118.15) makes it possible for cooperative agreements to be worked out between public school districts and vocational-technical districts. Attached to this letter are guidelines which relate to the implementation of this law.

It seems desirable at this time to also reaffirm the position of our respective State agencies with respect to vocational-technical education in Wisconsin. As stated in our joint letter of September 25, 1968, vocational and technical education continues to be provided to Wisconsin citizens of high school age and older at two levels: at the high school level within the comprehensive high schools and at the post-high school level within the vocational-technical schools. Local public school districts are primarily responsible for providing vocational education to high school age youth; and the vocational, technical and adult education area districts are responsible for providing vocational and technical opportunities to post high school youth and adults. The Department of Public Instruction and the Wisconsin Board of Vocational, Technical and Adult Education continue to cooperate in their effort to relate to programs which fall under the jurisdiction of their agencies and to provide vocational and technical education opportunities of the highest possible quality to Wisconsin citzens. The provisions of this new law place greater responsibility for the education of all youth through the age of 18 on the comprehensive high school. It is our opinion that all students should leave high school with the readiness for employment and/or post-high school programs. Combined efforts of all concerned will help develop planned programs which will lead all young people into satisfying and rewarding job placement opportunities.

(signed)
WILLIAM C. KAHL
State Superintendent
Wisconsin Department of
Public Instruction

(signed)
C. L. GREIBER
State Director
Wisconsin State Board of
Vocational, Technical and
Adult Education

APPENDIX 3.E

JOINT STATEMENT OF COOPERATION
in Providing Vocational and Technical Education Opportunities
by the Department of Public Instruction and the
Wisconsin Board of Vocational, Technical and Adult Education

Vocational and technical education in Wisconsin is provided to Wisconsin citizens of high school age and older at two levels: at the high school level and at the post high school level. Local public school districts are primarily responsible for providing vocational education to high school age youth, and the vocational, technical and adult education area districts are responsible for providing vocational and technical education opportunities to post high school youth and adults. At the state level the Wisconsin Board of Vocational, Technical and Adult Education and the Department of Public Instruction have responsibility to guide development of vocational and technical education opportunities for citizens in the state.

The Wisconsin Board of Vocational, Technical and Adult Education and the Department of Public Instruction adhere to three reasons for providing vocational and technical education opportunities to individuals. These opportunities are offered on the basis that:

1) educational opportunities shall be provided for all people;
2) educational needs of people change as they continue through life; and
3) education for productive work is one of the primary needs of Wisconsin citizens.

The Department of Public Instruction supervises high school programs of vocational education offered in the context of the comprehensive high school curriculum. The Wisconsin Board of Vocational, Technical and Adult Education supervises vocational and technical programs offered to post high school youth and adults in area vocational and technical districts. Both the Department and the Wisconsin Board will continue to cooperate in their efforts to provide vocational and technical education opportunities of the highest possible quality to Wisconsin citizens.

(signed)
WILLIAM C. KAHL
State Superintendent
Wisconsin Department of
Public Instruction

(signed)
C. L. GREIBER
State Director
Wisconsin Board of Vocational,
Technical and Adult Education

September 25, 1968

APPENDIX 6.I

STATE AID FORMULA MODIFICATION

The new State Aid Formula enacted by the 1969 Wisconsin Legislature became effective July 1, 1969. This formula provides for the computation of State aids on a full-time equivalency basis. In computing the number of full-time equivalent students in part-time adult programs, all the actual periods of attendance are totaled and divided by 620 to obtain the total number of full-time equivalent students. Under this formula a part-time adult class of 14 students would entitle a district to 14 periods of attendance. This provides an incentive to the district to operate larger classes while still maintaining quality of instruction. However, State program requirements are such that in some areas individualized instruction must be provided to the student (one teacher for one student for one period). This occurs primarily in the nursing aides program and the young and adult farmer program. Also, in apprenticeship programs the districts are required to provide instruction regardless of the number of enrollments.

This type of individualized instruction and the maintenance of small class loads requires more extensive financial support. Since the state requires this type of instruction, additional reimbursement could be provided in the form of increased State aids. It is our recommendation that in these programs the districts be allowed to count ten student periods of attendance in each class regardless of the number actually enrolled and attending if the number is ten or under. This method will give the district credit for ten student periods, thereby increasing the total number of student periods and subsequently increasing the amount of State aids when full-time equivalency calculations are made.

A precedent was established for this method of aiding when the legislature in 1959 authorized the State Board to count each period of individual behind-the-wheel driver instruction as if there were a minimum of ten students in attendance. Programs eligible for this aid would be designated by the State Board.

COMPARISON OF STATE AID PAYMENT METHODS FOR INDIVIDUALIZED INSTRUCTION

A full-time Young and Adult Farmer Instructor receiving $12,000 per year instructs 90 enrollments in the course of a year providing 20 periods of classroom instruction for each student and 1,152 hours of individualized instruction:

Computation Using Actual Periods of Attendance

Classroom periods of instruction — 90 enrollments x 20 periods	=	1,800
Individualized Instruction	=	1,152
Total actual periods of instruction		2,952

2,952 ÷ 620 = 4.76 Full-Time Equivalencies (F.T.E.'s)
4.76 F.T.E.'s x $172.00 = $818.72

Computation Using Minimum of 10 Formula

Classroom periods of instruction — 90 enrollments x 20 periods	=	1,800
Individualized Instruction 1,152 hrs. x minimum of 10	=	11,520
Total computed periods of instruction		13,320

13,320 ÷ 620 = 21.48 Full-Time Equivalencies (F.T.E.'s)
21.48 F.T.E.'s x $172.00 = $3,694.56
The total increase in State Aids $2,875.84
In addition, if federal funds are available, the district could receive federal aid on the instructional salary.

APPENDIX 6.2

Wisconsin Department of Public Instruction

PRIORITIES OF EXPENDITURE VOCATIONAL EDUCATION ACT OF 1963, AMENDED 1968 (PL 90-576)

	EXP. TYPE*	*ACCT#*
LEVEL 1:		
a. Salary of qualified LVEC.	1	1114
b. Salary of vocational educational personnel who develop or plan new programs.	1	1114-Supv.
	1	1115-Tchr.
	1	1116-Other
LEVEL 2:		
a. Cost of equipment required for vocational education courses; rental of equipment which would normally be purchased by the school district or will lead to ownership by the school district.	2	2283
b. Travel of qualified LVEC or coordinating teachers.	3	1194
c. Salary of vocationally certified teachers for coordination time, extended contracts and special short term programs (workshops, inservice, etc.)	1	1115
d. Procurement and processing of special tests and materials used in guidance programs directly related to career development and/or job placement.	3	1140
e. Salary of city supervisors in vocational areas.	1	1114-Supv.
LEVEL 3:		
a. Rental of equipment which will not normally be purchased by the school district.	3	1772
b. Cost of instructional aids for vocational education courses.	2	2283

c. Workshop and inservice program costs other than salaries.	3	1196
d. Contracts with vocational, technical schools for instructional programs which cannot be provided in the high school; contracts for service programs.	3	1129
e. Additional salary incurred due to the introduction of new capstone courses. (First three years of the program.)	1	1115
f. Salaries of additional guidance counselors above and beyond NDEA minimum criteria who work in programs directly related to career development and/or job placement. (First three years.)	1	1116
g. Cost for transportation of students in vocational education programs which serve more than one high school.	3	1129
h. Temporary rental of facilities required to offer new and improved vocational education courses.	2	2146
LEVEL 4:		
a. Salary of clerical help assigned to LVEC.	1	1114
b. Salary of teacher aides employed in vocational courses.	1	1114
c. Fees of resource people employed for inservice programs and workshops.	3	1196
d. Special furniture or furnishings designed for vocational education courses.	2	2283

*Expenditure types #1 and #3 are operational and #2 is capital outlay.

APPENDIX 7.A

THE UNIVERSITY OF WISCONSIN
MADISON, WISCONSIN 53706

The School of Education
DEPARTMENT OF EDUCATIONAL ADMINISTRATION
610 Walnut Street
Telephone (608) 262-3106
May 6, 1970

A statewide assessment of vocational education is being conducted on behalf of the State Advisory Council for Vocational Education as required by the Vocational Education Amendments of 1968. We are working closely with the Department of Public Instruction, however, we wish to receive your assessment from the local point of view.

We would appreciate a prompt reply to the enclosed questions. Confidentiality will be maintained so do not hesitate to be frank. Responses will be used in summary form only.

Your willingness to cooperate is appreciated. Information regarding the assessment will be available in the fall of 1970.
Sincerely,

MERLE E. STRONG
Professor of Educational Administration

MES:sr

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APPENDIX 7.B

DISTRICT DIRECTORS OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

Below are questions designed to measure the impact of the 1968 Vocational Educational Act on the State of Wisconsin including its agencies and the people these agencies service. Please respond to each question as completely as possible. In case a question is not applicable to you or your responsibilities, please mark it N.A. (not applicable).

1. Please identify in order of importance the problems or conditions that are handicaps in administration of your program.

2. Please identify in order of importance any problems in working with the State Vocational staff.

3. What kinds of additional assistance do you need or desire from the State Vocational staff?

4. Funds under the 1968 amendments are made available on a project basis. Please respond to the following questions:

   A. What are the major problems in this system of funding?

   B. Do you believe the criteria for project approval priorities are sound? Why or why not?

   C. In your opinion, is this method of funding accomplishing its purpose of making funds available where the need is greatest in each of the funding categories?

5. What impact has the Vocational Amendments of 1968 had on your program?

6. Other comments.

NOTE: Identical instrument sent to Local Vocational Education Coordinators (and Local Administrators).

Wisconsin Board of Vocational, Technical and Adult Education

FINANCIAL REPORT
VE-AS-201
Voc. Ed. Amendments of 1968

1. Project No. _____

2. Project Title _____

_____

3. ☐ Budget Proposal ☐ Revision ☐ Expenditure Report
☐ Final Report

4. Report Period From _____ To _____

		Amount	Total
5.	SALARIES		
	a. Supervisory	$	
	b. Guidance Counseling		
	c. Clerical		
	d. Custodial		
	e. Instructional		
	f. Other Supporting Salaries Itemized		$
6.	EQUIPMENT		
	a. Repairs & Services		
	b. Rental of Intsructional Equipment		
	c. Instructional Equipment		
	d. Other Capital Expenditures		
7.	CONSTRUCTION		
8.	TRAVEL		
9.	INSTRUCTIONAL MATERIALS AND SUPPLIES		
	a. Audio Visual Aids		
	b. Reference Books		
	c. Textbooks and Work Books		
	d. Supplies and Materials		
10.	OTHER COSTS		
	a. Rental of Space—Not in Building		
	b. Utilities		
	c. Other Costs Itemized		
11.	Total Cost		
12.	Federal Funds	%	
13.	Matching Funds	%	

4. Director or Administrator _____ _____
Date Signature

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Disadvantaged, Handicapped or Regular persons to be served. Project Title_____

EDUCATIONAL LEVEL COMPLETED	NO. OF PERSONS	ECONOMIC: % ON WELFARE	ECONOMIC: % POOR* NON-WELFARE	CULTURAL: AMER. INDIAN	CULTURAL: CAUCASIAN	CULTURAL: NEGRO	CULTURAL: SPANISH SPEAKING	(EXPLAIN): OTHER
COMPLETED H.S.								
1. Male		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
2. Female		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
8th - 11th GR.								
3. Male		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
4. Female		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
5th - 8th GR.								
5. Male		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
6. Female		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
LESS THAN 5th GR.								
7. Male		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
8. Female		%	+ % = 100%	%	+ %	+ %	+ %	+ % = 100%
9. TOTAL		10. TOTAL DISADVANTAGED PERSONS TO BE PLACED ON JOBS:_____		12. % TOTAL PERSONS BY AGE GROUP				
		11. TOTAL NUMBER UNEMPLOYED:_____		Under 18 %	18-21 %	22-44 %	45-64 %	65+ % = 100%

Part B Description of *Handicapped* persons to be served

	NO. OF PERSONS	MENTALLY RETARDED	HARD OF HEARING	DEAF	SPEECH IMPAIRED	VISUAL	SERIOUSLY EMOTIONALLY DISTURBED	CRIPPLED	OTHER (EXPLAIN)
1. Male		% +	% +	% +	% +	% +	% +	% +	% = 100%
2. Female		% +	% +	% +	% +	% +	% +	% +	% = 100%
3. TOTAL	4. TOTAL HANDICAPPED PERSONS TO BE PLACED ON JOBS:_____								
	5. TOTAL NUMBER UNEMPLOYED:_____								

* See I.L. 68-205 for Department of Labor definition of poor.

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APPENDIX 10.A

Wisconsin Board of Vocational, Technical and Adult Education

APPLICATION FOR PROJECT APPROVAL
VE-AS-200
Vocational Ed. Amendments of 1968

Project No._____

Project Title_____

This form is used by public or private educational institutions to submit project proposals reimbursed under the provisions of the Vocational Education Amendments of 1968. Five (5) copies must be submitted to the State Director of Vocational, Technical and Adult Education, 137 East Wilson Street, Madison, Wisconsin 53703. *Attach explanatory sheets as necessary.*

☐ Public ☐ Eligible Private ☐ Eligible Other Submit proof of eligibility

Eligibility must be established through: Accreditation and Institutional Eligibility Staff, Bureau of Higher Education, U. S. Office of Education, Washington, D. C. 20202

(check one only)		☐ Residential School	Part E
☐ Vocational, Regular	Part B	☐ Consumer & Homemaking	
☐ Disadvantaged	Part B	☐ Disadvantaged	Part F
☐ Handicapped	Part B	☐ Cooperative Education	Part G
☐ Research & Training	Part C	☐ Work Study, Vocational	Part H
☐ Exemplary	Part D	☐ Curriculum	Part I

Has applicant requested (within last 5 years) approval of a program in this project area?

☐ Yes ☐ No If yes, was it approved? ☐ Yes ☐ No

The applicant agrees to comply with all federal and state laws, rules and regulations including:

1. State Board Supervision of all projects.
2. Maintenance and auditing of all necessary fiscal records.
3. Submission of necessary evaluation and performance reports.

Certification of the Assurance of the Compliance under the Civil Rights Act was filed (Date)_____ (Number)_____

Total Cost ..... $_____

Federal Funds_____% ..... $_____

Matching Funds_____% ..... $_____

Submitted by:

Date: _____

Director or Administrator _____

Institution _____

Address _____

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